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JANUARY JOURNAL OF SOCIAL WORK 1939

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Here in Washington

GLEN LEET

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Spring Quarter begins March 27

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First term, June 21 - July 21

Second term, July 24-August 25

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Volume II Number I

Journal of Social Work Process

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SURVEY MIDMONTHLY for January 1939, Vol. LXXV, No. 1. Published monthly and copyright 1939 by SURVEY ASSOCIATES, Inc. Publication and Editorial office, 112 East 19 Street, New York, N. Y. Price this issue 30 cts.; $3 a year; Foreign Postage 50 cts. extra; Canadian, 30 cts. Entered as second-class matter, January 17, 1938, at the post office at New York, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

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SURVEY MIDMONTHLY

SURVEY ASSOCIATES INC.

Publication and Editorial Office:
112 East 19 Street, New York, N. Y.

SURVEY MIDMONTHLY—Monthly—$3 a year
SURVEY GRAPHIC—Monthly—$3 a year
SUBSCRIPTION TO BOTH—$5 a year.

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So They Say

• New taxes relieve nothing. They only let in a lot of new services.—DONALD R. STEVENS, *president, New Jersey Taxpayers Association.*

• There is something on earth greater than arbitrary or despotic power, and that is the aroused indignation of the civilized world.—DANIEL WEBSTER, 1849.

• Of course some of his (man's) rights are inalienable which the common good cannot insist on his surrendering.—The REV. WALTER MCGUINN, *Boston College School of Social Work.*

• We have thought it unnecessary to fire the imagination of our people with a passion for our traditional way of life. The dictators are not making this mistake.—CLARENCE A. DYKSTRA, *president, University of Wisconsin.*

• I like to think—yes, I feel sure—that a future is coming in which we shall condemn as black magic, as the brainless irresponsible product of instinct, all art which is not controlled by the intellect.—THOMAS MANN *in The Nation.*

• No home is unfit if there is harmony between the parents and the children are wisely loved, however great may be some social worker's disapproval of the cat asleep on the bed or disorder in the kitchen.—MIRIAM VAN WATERS *in Youth in Conflict.*

• The capacity to talk nonsense seems to be particularly prevalent in intellectual circles. One might almost characterize it as an occupational disease of the intelligentsia.—HARRY ALPERT, *College of the City of New York in American Sociological Review.*

GOOD CLEAN FUN

To point out other people's faults
Is pleasant, I confide,
Because it always fills me with
Self-righteousness inside.

Self-righteousness—that lovely stuff of
Which I never have enough of!

—W. E. FARBSTEIN, *in the Saturday Evening Post.*

• It is difficult to share profits without sharing losses.—LAMMOT DU PONT, *industrialist.*

• Peace by conference is wholly dependent upon the freedom of public communication.—CARL W. ACKERMAN, *dean, Columbia University School of Journalism.*

• What an age—with the great acting being done by a duck, a dummy, a fancy skater, a nine-year old child and a paper hanger.—*Richmond, Va., Times Dispatch.*

• An intolerably bad social adjustment cannot last for any great length of time beyond the general perception that it is intolerably bad.—WILSON FOLLETT *in Atlantic Monthly.*

• "I didnt mine all the questings the lady askd the other day when she was hear but it give my girl Betty ideas. She is made all the nabors mad by taking a pencil and paper around and askin them how much there old man makes and when the baby was put on a bottel and what there gramma died from."—*A client writing to the Indiana State Department of Public Welfare.*

• To grow up without settling down is the perpetual problem of any institution.—HALLIE FLANAGAN, *WPA theater director.*

• I don't know what our dear Lord Jesus would think if He were to come back to earth today and see what His Christian babies are doing.—MARY PICKFORD.

• It is not possible to impose democratic institutions by force upon peoples who have lost, or who have never developed, democratic instincts.—ALVIN JOHNSON, *New School for Social Research.*

• Sound training in any profession involves exposure in a relatively short space of time, to the concentrated experience of the past.—H. M. CASSIDY, *Victoria, B. C., to the Canadian Conference of Social Work.*

• Only as we make our neighborhoods safer and happier places in which to live, through the long, slow but invaluable processes of understanding them better, can we really prevent crime.—SANFORD BATES, *Boys' Clubs of America, Inc.*

• I ask you to remember that liberal forces in the United States have often been killed and buried—with the inevitable result that in short order they have come to life again with more strength than they had before.—PRESIDENT ROOSEVELT.

• Let us remember that democracy is a sword as well as a shield; that its purpose is not only to defend old liberties, but to make new social and economic conquests as well.—CHARLES W. TAUSSIG, *chairman advisory council, National Youth Administration.*

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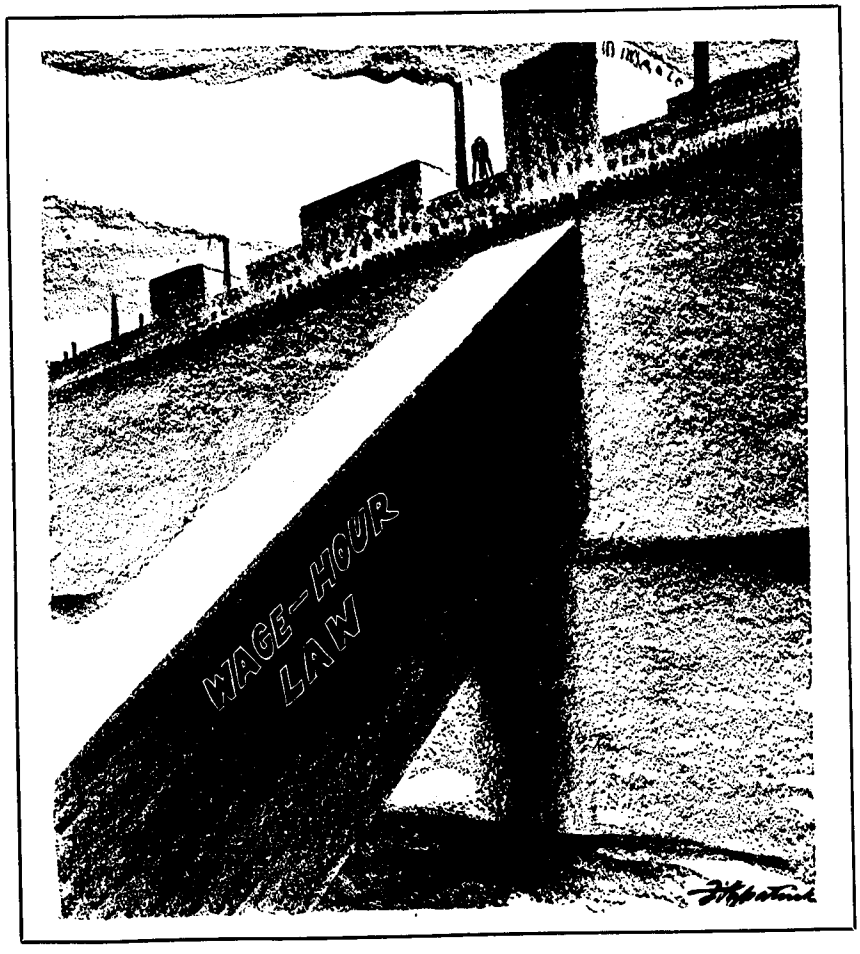

A Prop Against Human Erosion
(above)

Propping Up Purchasing Power, Too
(right)

Two cartoons by Fitzpatrick
in the *St. Louis Post-Dispatch*

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SURVEY MIDMONTHLY

JANUARY 1939 VOL. LXXV NO. 1

Clearing the Slums of Industry

By ELMER F. ANDREWS

Administrator, Wage and Hour Division, U. S. Department of Labor

FOR a great many years there was a block of tenements on New York City's lower East Side which because of the horrible disease conditions and the tremendously high deathrate from tuberculosis was known as the "lung" block. Now the "lung" block is only a memory and slowly in other parts of New York and in other cities through the cooperation of labor, industry and government, the slum problem is being attacked.

American industry, too, has its "lung" block—the "lung" block of low wages and long hours—and slowly, with intermittent demolition and rebuilding, this slum section is being torn away and replaced. Important among the instruments which have been provided for the replacement of low wage, long hour industry is the Fair Labor Standards Act of 1938, which established the Wage and Hour Division of the Labor Department.

It will perhaps be an elaboration of the obvious to point out some of the effects of low wages and long hours for labor. These effects are felt by business and by society as a whole. But most distressingly and directly the sufferers are the workers themselves. For them inadequate wages mean a constant mental and physical strain; they mean bad housing, malnutrition and disease. They are the direct cause of the stunted bodies and distorted lives of many Americans. It used to be customary to cite poverty as an important incentive to future success and stories of those who have risen from the ranks, from bootblack to company president, provide much of the folklore of our economic history. The truth of the matter is, however, that these men who pulled themselves up out of the slums are interesting because they are so exceptional. For every slum baby who becomes a wealthy man there are thousands more who were crushed by an adverse environment.

I do not wish to offer the Fair Labor Standards Act as a panacea for the problems presented by inadequate incomes and long working hours. In the first place, it provides for a minimum which can hardly be considered a standard of comfort, and second, it applies only to employes engaged in interstate commerce or in the production of goods for interstate commerce. Nevertheless, with the cooperation of a socially-awake public, a progressive labor movement and an intelligent industry, it will be a long step in the right direction.

It is my conviction, based upon experience in private industry as well as in my years in the New York State Labor Department, that the most effective social legislation is that which makes use of the facilities of local organizations. For that reason I was particularly happy when the administration of the Fair Labor Standards Act was placed in the United States Department of Labor. I knew that its location there would make it easy to utilize to an increasing degree the cooperation and support of established state agencies. I knew that the cooperation, support and assistance of these agencies would go a long way toward making the wage and hour law a successful, accepted means of eradicating low wages and long hours of work.

Recently, we of the Wage and Hour Division were afforded a most inspiring view of what can be done by federal-state cooperation in improving the minimum wage and maximum hour standards in industry. The Fifth National Conference on Labor Legislation, presided over by Secretary of Labor Frances Perkins, unanimously adopted a resolution calling for state wage and hour laws to supplement the federal statute.

THE necessity for such supplementary legislation has been admirably summed up in an editorial appearing in the *St. Louis Post-Dispatch*:

> The decision of administrators of state labor departments at their Washington conference, to work for the enactment of state wage-hour laws is excellent. For every worker brought under the federal law through the entry of his product into interstate commerce, there are others who are engaged in work purely intrastate in character, and so are unprotected against starvation wages and long hours. Still other employes work in a borderline area, and there is doubt as to whether they are in interstate commerce or local employment.
>
> Neither the discrimination on the one hand nor the doubt on the other is defensible. If federal wage-hour legislation protects the employe in interstate commerce, state wage-hour legislation should protect the worker in intrastate commerce who is employed at the next bench or on the floor above. The enactment of state statutes extending the principle of minimum wages and maximum hours is both logical and necessary.

Many employers who themselves are covered by the

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new federal law and who have no objection to the statute find themselves up against competition from intrastate businesses which continue to pay low wages and to work their employes more than the 44-hour maximum without overtime compensation. Typical of these complaints is that from a southern lumberman who employs two hundred or more men and is in competition with smaller mills which, it is claimed, are not engaged in the production of goods for interstate commerce. Through the saving made on labor costs the smaller businesses are able to undersell their competitors who engage in interstate commerce. A solution obviously lies in supplementary state legislation.

Employes are also interested in coverage, and a great many of the complaints made to us of failure to pay the minimum wage of 25 cents an hour or to adhere to the overtime provisions of the law for all hours over 44 in a week come from employes not covered by the act. It is often in the small intrastate business that the worst labor conditions prevail.

The passage of state laws to apply to workers not covered under the federal act is desirable, therefore, as a protection to a large group of low paid employes as well as a protection to industry suffering from local cut-throat competition. I firmly believe that if intrastate business were operated under approximately the same wage and hour standards as interstate business, the enforcement problem would be materially smaller and harmful competition based on inadequate wages and long, deadening work hours could be eliminated.

The more immediate way in which states will be able to cooperate with the federal government in the fair labor standards program is through assistance in enforcement of the federal act. Without seeking to unload my problems on the broad but already burdened shoulders of the state labor agencies, I believe that this is necessarily a joint problem. Already we have had offers of assistance from governors and labor commissioners of the principal industrial states, and it is gratifying to know that they are willing to exert every possible effort to make the law effective.

WE, in the Wage and Hour Division, look forward to the time when each state will be able to take over all investigations and inspections in connection with the administration of the act. We do not want to wait, nor can we afford to wait, until that time comes before we set up a plan of cooperation between the federal and state governments for the administration of the act. The task of advising employers and employes must be undertaken at once and requires the concerted effort of both groups. For that reason, we have asked state labor departments to assist us immediately by: reporting to the Wage and Hour Division on situations that appear to be in violation of the wage or hour provisions, or both; providing the Wage and Hour Division with lists of low paid industries and establishments in their states; distributing to interested parties official rulings and interpretations which are sent out from the Washington office; referring complaints to the Wage and Hour Division, or to local representatives of the division; referring requests for interpretations of the act to the Wage and Hour Division, because during this difficult formative period we think it would be unwise to have interpretations made in the field either by our own staff or by state labor departments.

We expect our field staff to work with state labor departments in such a way that they will support and further the work of such departments. We are depending on them to give our field staff aid and counsel. We realize such plans of cooperation will necessarily differ from state to state.

As I have already stated, the division expects eventually to utilize state departments of labor in making all investigations and inspections under the Fair Labor Standards Act. Provisions for such a plan were made in Section 11 (b) of the act.

There are two reasons why such cooperative arrangements cannot be entered into immediately. The first is a financial reason. Until Congress meets and appropriates funds there is no money to reimburse states for their services. I know from my own experience as a labor commissioner that no state labor department in the United States has sufficient staff to enforce adequately the labor laws coming under its jurisdiction, and that no state would be willing to accept the responsibility of being designated as the agency within the state to make all investigations and inspections under the federal Fair Labor Standards Act unless funds could be made available for meeting this added responsibility. In the meantime, there have been prepared minimum standards for states desiring to be authorized to make investigations and inspections under the Fair Labor Standards Act. We consider it essential to set up such standards in order to insure uniform administration of the law from state to state.

THESE standards have been worked out with the Children's Bureau and will apply also to agencies used to make investigations and inspections in cases of child labor complaints. Their central requirement is that the state agency must submit a plan of cooperation which includes the following:

a. A description of the organization of the state agency, showing the delegation of responsibility and lines of authority to be followed within the agency in the enforcement of the Fair Labor Standards Act and state labor laws.
b. A statement of the personnel to be assigned to this work, the training and experience of such personnel, and other items of expenditure to be reimbursed by federal funds.
c. Rules and regulations establishing a system of personnel administration on a merit basis for all personnel promoting compliance, making inspections, investigations and reports under the Fair Labor Standards Act. Such rules and regulations must provide for:

(1) The establishment and maintenance of a classification plan based upon investigation and analysis of the duties and responsibilities of positions, and of a compensation plan based upon the principle of equal pay for equal work, adjusted to state salary schedules;
(2) State-wide competitive examinations, under independent non-partisan auspices, to give all qualified citizens an equal opportunity to compete for positions:
(3) Appointment of all personnel from lists of eligible persons certified in the order of merit in such examinations, with provision for selection by the appointing authority from among the highest three eligibles for each position;
(4) Probationary period for all new appointees;
(5) Promotion on the basis of qualifications and performance;
(6) Security of tenure for satisfactory employes within limits of need for staff;
(7) Discipline and dismissal of unsatisfactory employes and orderly layoff of surplus personnel;
(8) Prohibition of political activity by employes;
(9) Plan for vacation and sick leave;

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(10) Plan for staff development through appropriate training;

(11) Cooperation with other public agencies using a merit system, and joint administration of examinations and joint use of eligible lists when appropriate.

d. Agreement to follow the procedure outlined in the inspector's manual, to use official forms for recording findings, to make reports as required, to conform with regulations regarding fiscal practices, and to carry on the work connected with the administration of the Fair Labor Standards Act in conformity with instructions and policies of the wage and hour division of the Children's Bureau.

Plans must be approved by the administrator of the Wage and Hour Division and the chief of the Children's Bureau as being reasonably appropriate and adequate to carry out their responsibilities under the Fair Labor Standards Act.

The Fair Labor Standards Act, while similar to state child labor, maximum hours and minimum wage laws, differs in a number of important points from existing state legislation. Although we will, of course, be able to utilize methods that have been evolved by state labor law administrators, we will have to work out methods and procedures specifically adapted to the provisions of the act. We are in the process of doing this now.

The immediate responsibilities of the Wage and Hour Division are to set up industry committees; to make definitions and rulings as required by the act; to formulate and establish sound policies; to advise and inform employers and employes of their obligations and rights under the law; to work out standard ways of enforcement; and to enforce and, when necessary, to prosecute swiftly to check sweatshop goods from competing with goods produced in compliance with the federal Fair Labor Standards Act.

While we are doing this, the state departments of labor will have an opportunity to secure enabling legislation, where it is necessary, permitting them to accept federal funds and to use state staff for inspections made in connection with the federal law.

Labor departments will also have an opportunity to make any adjustments which may be necessary to meet the standards set up for state agencies wishing to be authorized to make investigations and inspections under the act and to be reimbursed by the federal government for such services. States which wish assistance in doing this may call on the Wage and Hour Division of the United States Labor Department, or on the Division of Labor Standards of the United States Department of Labor, which has established a fine record as an outstanding service agency for state labor departments.

I have already mentioned the other half of the program of state cooperation, the need for cooperating state laws. Thirty-nine of the state legislatures will meet in 1939. It is my sincere hope that they will enact laws based on the principles which were drafted by a committee of state labor commissioners and endorsed by the same National Conference of Labor Legislation, at which nearly every state labor department was represented. That program is ambitious, I admit, but no ambition is too great when its fulfillment brings a greater security to the wage earners of the nation and to their families.

President Roosevelt's appeal, when he proposed this law to Congress, still rings clear—"To protect the fundamental interests of free labor and a free people."

Case Work in Public Relief

By EDA HOUWINK

School of Social Service Administration, University of Chicago

CASE workers in public family agencies during the past few years have gone through a series of professional adjustments which have been both trying and challenging. The new demands of the job could not have been met entirely with previous training. Supervisors and executives were not able to help greatly because their own training and past experiences had been with professional pressures other than the ones which the field workers had to face. These workers had to find some sort of a working philosophy for themselves, to make their own adjustments, their own errors. For the work had to go on, clients had to be visited and their needs met as they arose. How a client could be served adequately in a brief visit, or in visits made with decreasing frequency; how much of a client's problem could be accepted and handled and how much should be left untouched; how the routines of the day could be managed under excessive pressure—these were and are some of the questions for which public workers still are seeking answers. Under necessity a few answers, but not all, have been found.

The public agency faces the whole gamut of case work problems because it is not limited by a restricted intake policy. The legislatures may have defined relief eligibility but, as social workers know, there is no correlation between relief need and the presence or absence of emotional problems in the applicant and so it is that the case worker faces all manner of situations needing solution. The public agency assumes responsibility for all of its applicants, stretching its funds and its skills as far as they will go.

In attempting to clarify the case work job of the field workers in the public agency, it must not be forgotten that case work is case work, no matter where it is practiced. The function of the agency is a variant which influences case work functioning, but it changes case work practice only in its details; it does not alter the generic base of a working relationship between client and worker or the possibility of the worker being helpful to the client.

The case work job of the public agency might be divided into two approaches: first, the whole of the job which would be done if there were sufficient time and funds with which to do it; second, the actual job which can be done with the time and the funds available.

The complete job of the public agency in theory, and also by professional definition, should cover the whole service for which social work has come to stand. There is nothing in the public agency plan which rules out the possibility of assuming responsibility for the full job, even though a complete performance cannot be given at the

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present time. While the public agency lives closer to the dictates of public opinion than does the private agency and is, therefore, more controlled by it, the necessity for interpreting the benefits of a full professional service must be kept in mind continuously. Care must be taken not to confuse the compromises incident to the scramble of establishing the public agency, with the basic principles of the broad content of social work which is the responsibility of all social agencies.

ON the other hand, the actual job that the public agency is doing at present is shaped by the needs and limitations of the situation in which it finds itself. Frequently trained to do a more intensive case work job than can be done and often with an experience in the older private agency theory, the present public worker has to adjust herself as best she can to four factors: a too large case load, a limited and varying budget, the inner conflict resulting from an ability to diagnose more problems than she has time to treat, and the task of charting a course in case work practice for which she has had little training and only a trial-and-error form of experience.

The common denominator of case work service is the socio-economic treatment area below which service should not fall. Whatever services are given beyond this area are added to it; they do not replace it. Unless some semblance of economic security is present, service in added treatment areas tends to be limited, though service as such is by no means eliminated. The public agency is at present in the position of working in the first and basic treatment area and of adding to it whatever further treatment the client needs and asks for that the worker has the time and skill to provide.

Training for case work in the public family agency should be planned to cover both the potential and the actual program. Training for the first, a full performance of the whole job, coincides in some respects with training for the private agency field because the public agency should, and in time will, include the more experimental and specialized efforts which today are held to be the function of the private agency. Training for the second, the immediate case work job, well might be more specific than it is at present. The public worker needs to know the peculiar techniques of carrying a large case load with the varying emphases required in rapid diagnosis and treatment. She should know, above all perhaps, the wisdom of staying out of a client's deeper problems when lack of time prevents her carrying out a treatment plan—entering in without carrying on may constitute a disservice to the client. She must know how to keep the client from opening up emotional problems and herself must be satisfied not to know the whole of the situation as she continues to work helpfully with it. This ability of the worker to withhold herself from a situation is a conscious and a learned technique. The worker also should know that helpful listening is as much a technique for the public as it is for the private agency worker but that the public worker's use of this tool is as different as is her use of time in carrying out a case work plan.

The public worker, of course, must have at her finger tips an understanding of insurance and property problems, of budgeting and diets, and of the community's resources, and must be able to deal with them with speed and accuracy, sound judgment, and an ability to withstand the many frustrating pressures which are inherent in inadequate relief and in a still somewhat hostile public opinion. She must understand the community's attitude toward social work and be able to interpret social work philosophy as well as practice. This is particularly important in rural work where the local doctor, lawyer, and merchant usually are better acquainted with a client family and more interested in what is done for it than is the case in large urban communities.

More specifically, the public no less than the private agency worker should use the individual approach in establishing the applicant's eligibility for relief, at the same time completing the investigation as agency rules demand. She should be able to listen to the client's story and to watch for more diagnostic material than he is sometimes able to focus for himself. She should be ready to treat when the client indicates a need for it and to withhold herself when he does not want or cannot utilize treatment, or when there is not sufficient time to handle it. She should avoid at all points the possibility of allowing her power as a relief dispenser and her authority as an agency representative to become a "big stick" over the client, either consciously or unconsciously. Knowing the community's resources she should be able to refer cases to the proper agency when her evaluation of a situation indicates a need for referral. This implies a keen diagnostic ability in her case work processes and a ready knowledge of the practical strengths and weaknesses of the available agencies. She should be able to divide her load so that a few cases can be given somewhat more intensive service while the rest are left in the simpler relief area, but as far as possible she will leave it to the client to select or to indicate the case work service he wants. She should see herself at all times as an interpreter of the agency program to the community, remembering that the agency and social work as a whole will be judged, in part at least, by the community's understanding and acceptance of the individual worker.

TEACHING all this to the new worker is the joint responsibility of public agency and school of social work. The agency, standing in a poineer position and learning from its own experience and performance, can pass its findings on to the school where they can be evaluated and clarified more objectively. The school should teach the theories of case work practice which are necessary in both the socio-economic and in the more intensive treatment areas. The emphasis ultimately should be on the whole span of services to people rather than on the distinctions between types of agencies. By giving the private agency methods only, the student is left later to go through the difficult process of acquiring by herself the public case work point of view which as a public worker she must have and which as a private agency worker she must appreciate. The student can be spared this readjustment if the school will present her with a broader professional philosophy and a fuller conception of the whole of a professional performance.

Until such time as the public agency can assume responsibility for the full professional job, some compromises will have to be made in the practice of case work but these compromises are born only of expediency. When funds become more adequate, when workers can be trained fully for the job, and when public opinion becomes convinced of the need for case work services, then the public agency will find its stride and there no longer will be variations in practice between public and private agencies. There will just be good case work.

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Public Welfare Life Is Real and Earnest

By GERTRUDE SPRINGER

SOME three years ago, when the American Public Welfare Association initiated its annual round table conferences in Washington, it resolved to bar formal papers and to discourage "a big crowd." It has held to the first resolve but at the 1938 conference in mid-December the crowd was very much present, some six hundred or so, and obviously more serious in purpose than ever before.

Thirty-six state welfare administrators were present; ten more sent accredited representatives. Only Nevada and Wyoming were unrepresented. At last year's conference men quite plainly were in the majority; this year there appeared to be about an even break between the sexes. "The girls are creeping up on us," said a man from Arizona, "and they'll get us yet." At certain sessions, such as those on general relief and the administration of public assistance services there was no sex line in the evidence of interest. But at certain others—well, for example, at the round table on training needs, a nose-count showed forty-three women and nine men; at the one on legislative needs, forty-three men and nine women.

To more than one observer the people at this year's meeting seemed to strike a new level in professional earnestness. Many of those who last year were new at their jobs showed the result of a chastening twelve months. Nobody was bragging this year, nobody was minimizing the length, breadth and thickness of his problems. There was very little "we're-going-to-town" hoopla. Rather there was an honest expression of difficulties, an eager ear for any experience that might help resolve them.

As usual the conference, with the efficient APWA staff at the wheel, ran smoothly and punctually. The only disappointment was the absence of the president, Charles F. Ernst of Olympia, Wash., whose duties were taken over by the first vice-president, Richard Foster, director of the New Orleans Department of Public Welfare. A feature of the conference, much appreciated by the delegates, was the opportunity given them to see and hear the "higher-ups" in Washington with whom they have, in greater or less degree, many official dealings. This seeing and hearing began at the top with President Roosevelt who, the day before the conference formally convened, received some seventy state and county administrators and assured them that they and he were engaged in the same business—better management in public affairs.

At the annual dinner meeting of the association, with Mrs. Franklin D. Roosevelt as toastmistress, there was a veritable parade of heads of federal agencies in the social welfare area, each telling briefly of the part of his agency in the whole cooperative program. Here were Arthur J. Altmeyer, chairman of the Social Security Board; Harry L. Hopkins, then the head of WPA; Katharine F. Lenroot, chief of the U.S. Children's Bureau; Dr. Thomas Parran, surgeon general of the U.S. Public Health Service; Josephine Roche, chairman of the Interdepartmental Committee to Coordinate Health and Welfare Activities; Nathan Straus, administrator of the U.S. Housing Authority; and Charles H. Taussig, chairman of the National Advisory Committee of the NYA. As the featured speaker of the evening Frank Bane, recently executive director of the Social Security Board, now in a similar position with the Council of State Governments, urged three major changes in the welfare set-up "to facilitate federal-state relationships and to render more adequate service." They were: the integration of all federal welfare activities in one administrative department; the reexamination of the basic grant-in-aid structure with a view to granting assistance to a state on the basis of need and its capacity to support necessary services; the requirement that all personnel in federal-state cooperative programs be selected under an approved merit system.

The round-table method of organizing this APWA conference has many obvious advantages, but unfortunately there was not time in three days for all the talk that pressed for utterance. Nor is it possible in this brief report to do more than mention a few of the topics that were vigorously threshed at, if not out. Full reports of the meeting may be found in the current issue of the *Public Welfare News*, available from the APWA, 1313 East 60 Street, Chicago.

THE group of state public welfare administrators found its major concern in auditing practices—a grief that does not grow less, in methods of allocating state funds to counties and in certain WPA procedures in certification and reinvestigation. City and county administrators discussed local autonomy, highly difficult, it was agreed, without a measure of local financing; but they put in most of their time in discussion, a little sour in spots, of WPA, its pluses and minuses in the local program and the limitations of the whole plan.

A sizeable group that discussed welfare board and committee activities was agreed that there should be boards, both state and local, but was of at least two minds as to whether the state commissioner should be appointed by the board or the governor, since neither method assures against "politicalness." There was whole-hearted agreement, however, on safeguarding efficiency and stability of personnel by means of a strong merit system. The function of boards as interpreters was discussed with strong leanings of opinion toward a planned effort with definite allocations of responsibility. "A program cannot go faster than public understanding and acceptance of it."

The ever-present problems of migration were discussed by a panel led by Dr. Ellen C. Potter of New Jersey. Here emphasis was on causes rather than effects, with the problem described as an iceberg with which any ship of state may collide. Relief needs, visible to the navigator and "of major nuisance value," represent, like an iceberg, only two sevenths of the hazard. Much more dangerous are the invisible five sevenths that represent social and economic instability, with a backwash into the fields of health, education, employment, vocational guidance and so on. Population experts do not anticipate any future large movement of people into new areas, but they foresee an acceleration of crisscross internal migration, much of it of Negroes and whites out of the agriculturally over-manned southeast region; with complex problems of relocation and of channeling the labor supply required by agriculture.

The discussion by this group brought out the fact that

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while problems of migration plague various federal administrators, no federal agency with the exception of the Farm Security Administration, and that only to a limited extent, has any real responsibility in this area. Hope for the future lies in the Technical Subcommittee on Migration Problems appointed last summer by the Interdepartmental Committee to Coordinate Health and Welfare. This subcommittee of representatives of various public agencies, while lacking staff assistance, already has met and surveyed its task. It seemed to this group to provide the mechanism for an approach to the whole problem at a level of national concern, "though it will require stimulation and show of interest to keep the committee alive and active."

THE session on the administration of public assistance and related services, led by James G. Bryant, director of the Michigan State Welfare Department, drew a standing-room-only house. So various were the topics put on the table, so many the pros and cons advanced, that the meeting, but for stern "chairing," might have been going on yet. Out of all the topics that pressed for consideration, those that seemed of most general concern to the public welfare workers were: methods for making state supervision effective in developing sound principles of administration and service in local units; the coordinated field staff versus separate staff for different services; methods of using special consultants to assist the field staff with county problems; undifferentiated versus categorical case loads ("Should the public agency attempt to do case work?"); methods of cooperation in the programs for aid to dependent children and child welfare services; cooperative planning in handling categorical aid and general relief and, last but not least, the problems in local administration due to the county's inadequate taxing capacity.

In this meeting as in others there was no great effort to arrive at agreement on a "best" way to do this or that. Rather there was keen interest to hear about methods that have worked and to clarify principles on which procedures, shaped by local conditions, can be based.

The round-table on legislative requirements (forty-three men, nine women) led by Lamar Murdaugh, director of the Georgia State Department of Public Welfare, found itself in general agreement on most matters. It was, if not wholly agreed, at least of the opinion that the law should permit discretion in regard to the recovery of costs of assistance granted to aged persons, certainly that the states should not "go into the real estate business"; that uniform residence laws are "important and desirable"; that need should not be defined rigidly by statute but in such general terms as to permit flexibility of administration; that Indians should receive public assistance with most if not all the cost met by federal funds; that states should provide constructive services for the blind as well as measures for the prevention of blindness. There was no mere concensus but unanimous agreement that the states would welcome an amendment to the Social Security Act to require them, as a condition to getting federal aid, to meet personnel standards prescribed by the federal government.

The round-table on recruitment and personnel management led by Prof. Leonard D. White of the University of Chicago, was more or less an experience meeting on the methodology of testing under a merit system, with much discussion of the short versus the free answer type of examination, of methods of grading and of the pluses and minuses of oral tests as supplements to written tests. Apparently the whole business of testing in the public welfare field is still somewhat experimental with need for more definite job analyses and clearer understanding of the real purpose of the test, whether it is to gauge immediate capacity for a particular job or capacity for growth in the service.

The matter of unions of staff members brought about another exchange of experience, with Professor White summing up something like this: "The civil service unions are with us. They will make their influence felt. They have been helpful. They should be encouraged rather than discouraged."

The round-table on medical care, led by Robert T. Lansdale of New York, pinch-hitting for Elmer R. Goudy of Oregon, reviewed the confusions existing in the field of public medical care and directed its discussion to three general topics:

Criteria, summed up as the standards to be aimed for in extending preventive and curative services to persons unable to procure them for themselves.

Principles, summarized interrogatively—Where shall responsibility be placed? How shall good quality of service be maintained?

Methods of approach.

The group agreed that in determining policies and standards the medical professions should be used by government in an advisory capacity; that in the actual furnishing of services supervision should be exercised by qualified professional officials of government; that existing facilities and agencies should be utilized as fully as possible with non-governmental agencies remunerated in proportion to authorized services rendered. There was unanimous recognition of the basic responsibility of the governmental authority for the administration of the medical services as well as for their authorization. A statement on administration, revised but still tentative, may be secured from the APWA, Chicago.

The discussion at the round-table on training needs (forty-three women, nine men) led by Anita Faatz of the Maryland Board of State Aid and Charities, indicated that this group was not ready to propose a hard and fast formula for training, indeed that "the aims and purposes of training would be defeated" by any effort to do so. Few state departments seem to aim at "A Plan" for in-service training; rather they maintain a self-critical attitude. They are not afraid of experimentation, or that in-service training, if it is as good as it can and should be, will tend to replace professional education.

IN a panel discussion of general relief, led by William Hodson, New York City's Commissioner of Welfare, the cards were all put on the table by William Haber of the University of Michigan with the statement that approximately 74 percent of the total public assistance load of September 1937—relief, security categories, WPA and so on—roughly four and a half million families, constitute the normal future relief load in this country. Fluctuations will be above rather than below this figure, and planning should be in terms of ten or twenty years. The chief problems to be met are: method of financing the federal share in relief costs; a definite formula for the distribution of costs between the states and the federal government; a method of integrating the social insurances and the assistance programs if that be desirable; the removal of the unfairness and injustice resulting from the present separation of work relief and direct relief.

Members of the panel represented relief agencies in Indi-

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ana, Wisconsin, Colorado, Utah and California, each with differing types of organization and method, but with comparable problems resulting from inadequacy of relief funds, low standards of grants and confused administrative provisions. In many ways WPA seems to be the problem child of the whole relief business, almost but not quite equalled by its brother the Surplus Commodity Corporation, "that vast program of direct federal relief in kind—and what a kind." More than one speaker from the panel and from the floor urged federal grants-in-aid to the states for relief and pleaded for a stable work program "so that we'll know from one day to the next what we are up against."

This was a conference that did not let down at the end. The last session, when reports of the various round-tables and panels were presented, was as crowded as the first, and discussion still was going strong when the gavel fell for adjournment. Discussion throughout was candid, with no mincing of words, no glossing over of realities. The conference is not an action body; it passes no resolutions. Its purpose, admirably realized it seems to this reporter of the Washington meeting, is to afford an open forum for the exchange of ideas and experience among officials and others responsible for the development and the direction and functioning of public welfare programs in their states and communities.

"We've had three days of good honest talk," said a man from "out west" as he came out of the final meeting, "and it's given me some ideas and put something into my backbone that I'll need when I have to stand up to the legislature next month. Gosh, I'm glad I came."

Old Folks Without Homes

By NANCY L. AUSTIN

Recently Supervisor, Division of Licensing Private Agencies, Kansas State Board of Social Welfare

SUSCEPTIBLE like most young things to minor but annoying ailments, the social security program is finding its youth beset with complications. Among these are the helpless old folks left in the wake of the banished poorhouses. Many of these old folks, "freed" from institutional living, through illness or long habit are no longer capable of ordering their own lives. It becomes evident that a grant of money is not enough when age or frailty makes them unequal to the task of securing decent living conditions, much less the special care which they often need.

In many states where almshouses, poor farms or county homes have closed their doors, decentralized and uncontrolled methods of private care for these aged have developed. The fact that federal funds for old age assistance allowances cannot be used for an inmate of a public institution but may be for an inmate of a private institution or boarding home provides an incentive for this growing practice. It is not unusual to find county home buildings rented by individuals, a man and his wife or even a man alone, and run as boarding houses for a varying number of old people of both sexes and differing physical conditions. The buildings are the same miserable old affairs the county maintained, and the standards of care no higher and often much lower than the county gave. The old people pay from their security grant. In some instances the previous superintendent of the county home and his wife have rented a house and set up an institution of their own, caring for from four to twenty old people, some bedridden, others able to get about. Some of these homekeepers are kind and considerate, but their places are run wholly for profit.

In addition to these small unsupervised institutions there are in every state hundreds of private homes in which old people are boarding. Often they have as many as five boarders, unrelated and of both sexes, some suffering from obvious illnesses, others from diseases which though not apparent may be more serious. Women with young children sometimes take in these boarders to eke out their budgets and all live together under most unhealthful and congested conditions. In one home a mother with a daughter of twelve was found to be boarding four old men, one suffering from a communicable venereal disease.

In places where little or no supervision is given to boarding homes for children, old persons are found boarding in the same home. This may be a convenient arrangement for the head of the household, as the older person can be useful in caring for the children, but if clean, healthful, adequate care of the children is desired, the picture is apt to be less satisfactory.

There are many other individual situations developing in the care of old people which give evidence of neglect and abuse. A state fire marshal told me recently of a small city hotel which had retained part of its old frame structure three stories high and in this fire trap was housing seven old people. The fire marshal said this had been reported to him by one of his inspectors in "hot language" as a dangerous place for old people. Not knowing what else to do, he referred the report to the hotel division of licensing and inspection.

THESE examples of a growing problem are not hearsay. They come from observation and experience in three states, interviews with field and county workers in several others and correspondence with many state welfare departments. From them comes the conviction that, if the philosophy of the social security act is to prevail, the states must extend their responsibility to sick and helpless old people beyond the measure of financial security represented by an old age assistance allowance. And the first step in that direction, I believe, is the legally established supervision of boarding homes, a step that no state, so far as I have been able to discover, has yet taken. Some states have stretched the interpretation of laws requiring supervision of children's boarding homes to include homes for old people; a good many counties are endeavoring, some quite successfully, to maintain a degree of supervision, but nowhere, so far as I have discovered, is authority for supervision firmly rooted in law. Yet without the backing of a law which allocates responsibility and gives authority, any effort to supervise is more or less futile.

Before considering what should be included in a plan of supervision, we should have a clear understanding of what is meant by a boarding home. I submit the following comprehensive definition, the detailed interpretation of

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which may vary with the laws and rulings of the states:

A boarding home is considered to mean any private (family) home in which a child under sixteen, or old person over sixty-five or a sick person (mental or physical) or handicapped person (blind, deaf, feebleminded or crippled) is received for board and care because of a social breakdown in the individual's own family or the inability of the individual's family to provide necessary care. If more than four children not related by blood or marriage to the head of the family or spouse are boarded in one home at one time it is considered an institution for children and will be required to meet state standards for children's institutions. If more than four older persons not related by blood or marriage to the head of the family or spouse are boarded in one home at one time it is classified as an institution for older people and will be required to meet state standards for such institutions. If more than three invalids (mental or physical) or three seriously handicapped people are boarded in one home at one time the home will be classified as an institution and be required to meet the standards for such institutions.

In states where supervision of boarding homes for dependent children is required by law there is a pattern of procedure adaptable to the needs of old folk. In most of them, formulating policies, outlining standards, inspecting and licensing, as well as general supervision seem to be the functions of the state. The authority for direct supervision, however, lies nearer the boarding home itself—in the county welfare department.

ADEQUATE provision for regulating boarding homes must begin with acceptance of responsibility by the state welfare department, especially in establishing well-thought-out standards, policies and systems of supervision. Particularly where old people are involved, the boarding home in its relation to county welfare work will be increasingly important as social security programs progress. At present nearly all of the recently effective state welfare laws contain a section authorizing the state to license private agencies and to locate responsibility for supervision in a state department. This would seem to include boarding homes and could also cover those for the sick and aged.

Many states which operate under old welfare laws have supervisory power over foster homes for children and over maternity programs. But no state of which I know gives any supervision to foster care for the aged, the handicapped or the sick, many of whom receive financial support in homes unqualified in every way for such care. Often boarding homes supervised by a county visitor are little better, either because of a shortage of qualified homes or insufficient knowledge of the requirements of foster care. Such supervision as was found tends to be weak and diffused through several departments of state government.

In current practice the county superintendent of public welfare or a similar official usually finds a boarding home for a client, although this may be done by a person or organization acting as a placement agency, or by the recipient himself. The home may be comfortable and in all ways satisfactory, but too frequently the dependent is dumped wherever there is a place that will take him in. Unable to protest, there he remains.

This job of locating boarding homes in a county requires time, thought and concern. Assuming that the state has set up certain standards for such homes the county welfare office not only should have thorough knowledge of those standards but also should believe in them and work patiently and persistently to establish them in his jurisdiction. Up-to-date lists of qualified (or licensed if that is the state plan) homes for children, sick persons, unmarried mothers and old people—a separate list for each group—should be on file in every county office. This prevents "dumping" in times of emergency. It also makes it possible for staff members to refer desirable homes to those friends of the recipient who are able to help him. Since the recipient is visited at intervals by the county staff, the additional duty of supervising the home in regard to sanitation, fire hazards, and health conditions would seem to add little responsibility and to fit into a state plan of supervision.

The logical supervisory representative of the state is the field representative or state supervisor. Advising on knotty problems of care and on exceptions to rulings, might be responsibilities falling to that official in a plan for state supervision. If licensing is used, a call by the field representative before the license is granted would add to its value.

A state can facilitate supervision and aid in informing those who maintain boarding homes by supplying pamphlets for distribution in the counties setting forth the state sanitary requirements, fire hazard laws and specific information about infectious and communicable diseases. Pamphlets on diet for older people and diseases common to old age are also helpful.

While it is possible and perhaps desirable that a less formal plan than licensing be devised for the supervision of both institutions and boarding homes, there are advantages in licensing as a means of gaining higher standards. A license giving an A, B, or C rating, with a corresponding scale for boarding rates, offers an incentive for improvement. . . . If the homes are used judiciously this plan makes available the best homes for those who have been accustomed to higher standards of living. A "C" rating might be given to a home which meets only the most essential points in the standard but the "A" rating should be given only when all of the essential points are attained and an effort is put forth to meet all requirements. This effort should be awarded by a rate increase.

Such a plan of rating also would regulate the amount paid for board and in that way make financially possible desirable improvements. There should be power to withdraw a license, but if it has been given only after a thorough evaluation, that seldom should be necessary. If a license is given only for a year there is opportunity for reconsideration and refusal if standards are not maintained. The question of a fee for a boarding-home license is controversial. The state seems to have more freedom of action when there is no fee, the license being granted as a reward for effort.

IN considering standards there is confusion between the desirable and the possible. There are hundreds of homeless, sick, feebleminded, handicapped, and aged people living in foster homes and quasi-institutions that would not attain a grade "C" except by a standard that any state would be ashamed to print. But in formulating standards it is necessary to keep in mind the homes already used—and those available. Simple human needs such as cleanliness, fire protection and adequate food must be covered. Then we remember those who are sick and those who have known better days and the standard grows to encompass those factors which are necessary for comfort, safety, and a degree of happiness.

It is not possible here to go into the details of desirable standards for boarding homes for old people, but a few

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essential points indicated by experience may be mentioned:

A boarding home should be a family home with not more than four guests over sixty-five at any one time. It should be self-sustaining—dependent in no way on relief funds—though WPA wages might constitute an exception. It should be located near a park or open space in a neighborhood similar to that to which the boarders are accustomed, and accessible to friends, relatives and church connections.

The family should be accustomed to older people and with no child under sixteen. Each member should be in sound health (certified by a physician) and favorable to accepting the old person into the home. The woman head should be capable, with a pleasant personality, a willingness to accept supervision and to improve conditions, and the ability to follow advice and carry out instructions. Three references should be required, one from the family physician.

The house must conform to local fire and sanitary ordinances and should be clean and free from vermin, with adequate heat at all times, available bathing facilities and toilet facilities on the same floor as the guest rooms. These rooms should not be above the second floor unless there is an elevator.

The room preferably should be occupied by the old person alone, never with a child or sick person. It should be sunny, with windows equipped with screens and shades, and large enough so that the guest can take care of his personal belongings, possibly some furniture. The bed and bedding must be comfortable with linen changed at least once a week.

Food should conform to the dietary habits of the guest, with special diets to meet medical requirements. In illness meals should be served in the rooms.

Medical and nursing care should be in accordance with a written plan acceptable to the guest, the home, the placement agency and the county supervising agency.

Financial arrangements, made by the guest himself or by the responsible county official should be in writing with any change in rates confirmed in writing.

Too great emphasis cannot be placed on the personality in charge of a boarding home. The task of working with old and sick people requires keen intelligence, plenty of tact and patience, and an understanding of the afflicted and helpless. A standard is only a measuring rod to be put into the hands of personnel equipped to help these old people adjust themselves mentally and emotionally as well as physically.

Boarding homes for old people are springing up like mushrooms all over the country with supervision at best sporadic. They probably are a necessity to meet the situations of old people without homes of their own or relatives able to take them in. They are not yet wholly out of control, but they are well on the way to being so. Unless welfare officials act quickly to protect the helpless old folk from exploitation we shall presently have on our hands a scandal comparable to the "baby farms" of a generation ago.

A Matter of Communication

By GEORGE D. NICKEL

Recently Assistant Director, California State Relief Administration

TO maintain and staff offices in fifty-one out of fifty-eight counties in the state, with county loads varying at a given time from thirty-five cases to twenty-five thousand, and to supervise the operation of these offices from a central point is the problem in administration that confronts the California State Relief Administration. Of course we are not unique. The problem is bound to exist in any state where direction is centralized and operation decentralized. Here in California we have discovered that the problem is largely one of communication.

Until recently, direction and supervision of the county programs were handled through the medium of a manual of policy and procedure, interpreted by a field staff, its members assigned to specific groups of counties. It was the responsibility of each field worker to give life to the operating manual, and to see to it that the program functioned properly in his assigned counties; an administrative responsibility which extended even to establishing the duties of the humblest file clerk. Thus each field representative was the administrator in his particular segment insofar as the unemployment relief program was concerned. A county referred matters involving procedure or case work to this field representative, who dealt with them immediately, or after consultation with the state office. Likewise when the state office promulgated a change in policy it was relayed to the counties through the field staff. But somehow a much sought common basis of understanding and uniformity of operation was never quite achieved. The state office never was fully aware of just what transpired in counties, and the latter at times were completely out of touch with the state office. "We change our policies and method of operation too frequently to achieve uniformity," was the comment frequently heard. Workers transferred from one county to another with completely different approaches and methods sometimes remarked that the pay check was the only evidence they had of working for the same organization.

At length the administration paused to take stock of its going method of operation, to try to discover why state and county offices seemed so far apart, knew so little each of the other.

FIRST, it found isolation. Twelve field representatives, with administrative authority in their districts, had developed within the state twelve isolated areas. The degree of isolation varied as the field representative varied in his interpretation of policy and in the direction of those phases of the program to which he gave greatest stress. A field representative who had been a child welfare worker made his district child welfare conscious to the neglect of community relationships and the employability of clients. On the other hand, a field representative, who had been a community chest man, taught his county directors to become brother Elks as far as other agencies were concerned, but somehow overlooked the fact that home calls were never made on time and workers were generally meeting yesterday's deadline tomorrow.

Second, it found costly delay. When an answer was needed from the state office the delay in obtaining it partially or wholly offset its value to the county. When the director in Imperial County failed to find in the manual the policy applicable to a man and woman living together without benefit of clergy, he would write to his field representative. Quite likely she would be three counties away from district headquarters when the letter arrived and so

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a week would pass before she received it. She, not being sure on the policy involved, would toss the question to state office for review. In due course back would come the reply to district headquarters, to wait until the field representative returned from a point three counties in the other direction. By the time the answer was relayed to the director of Imperial, the couple might have solved their original problem by marrying and subsequently separating.

THIRD, it found lost or misdirected emphasis. With the field representative as the intermediary and interpreter to relay messages between the state office and counties, emphasis was frequently lost or misdirected in what was in effect a filtering process. When the state office wanted a report on relationships with the State Employment Service from each county in a certain district, it received not necessarily the story as the county directors would submit it firsthand, but more than likely the field representative's interpretation of those relationships, which in turn were quite apt to be based not upon the experiences of the directors but rather on the briefer experience of the field representative herself. Conversely, no matter how forcibly a point of policy was driven home at a field staff meeting in the state office, there was no assurance that each county would receive it with equal stress. Perhaps by the time Miss Claus told four of her six counties that the WPA quota must be filled right now or else, her own forcefulness had diminished, her inspired pep talk, four times repeated, had slowed down to a factual statement. By the time she reached her sixth county she barely had time to refer to the subject at all, what with several new points for emphasis which subsequently had emanated from the state office.

Finally, it found field contacts superficial. Field representatives were so busy acting as messengers, advising counties how to interpret policies and how to effect procedures that they found little time in which to analyze how the counties were actually functioning, to say nothing of reporting situations regularly to the state office. As one field representative put it: "I am kept so busy putting something or other into effect or introducing a new bulletin to my counties or helping them in emergency situations, that I never have time to sit in one spot long enough to find out for myself just how anything I have installed in the past is working out currently."

As a result of this stock-taking, steps were taken to draw the counties closer to the state office by clearing existing channels of communication and establishing new ones. Field service was reorganized; a different approach to counties was adopted. County directors were made responsible directly to the state office instead of to field representatives and were held responsible for the operation of the program in their respective counties.

The correspondence channel was enlarged to handle communications that formerly passed between field representatives and counties. Staff was added in the state office to handle inquiries promptly and adequately. As anticipated a steady stream of letters is now flowing between state office and counties. Significantly enough, these letters presenting problems, criticism and factual data from all counties have become barometers so to speak, indicating to the state office those phases of operation and policy needing attention, state-wide or in specific sections. To glean from this correspondence each valuable bit of information, constant analysis is made on the basis of which policies and procedures are changed, ideas "tried out," and the program developed.

The function of the field staff has shifted, chiefly through a change in emphasis from administrative authority to service and guidance to the counties. This staff now serves as a channel of interpretation; staff office to counties, counties to state office. With the state office assuming the task of telling counties what to do, the field representatives now are able to spend time ascertaining how the job is being done, suggesting ways and means to improve current practice, and offsetting any tendencies to vary from established norms.

As a new channel of communication a plan was instituted by which county directors are called into the state office at intervals for consultation and discussion. This, probably as much as any one factor, is making for uniformity of interpretation and against isolation. During his two days at headquarters the county director meets everyone from the elevator operator to the state administrator. A personnel specialist covers such matters as anticipated needs, staff reductions, changes in personnel procedure, county administrative organization. Others of the state staff are available for consultation on policies and their interpretation, particularly those which correspondence from the county, field reports and the like have shown to be in need of emphasis. Again the county director may have questions on recording, letter writing, material in case records, or social service forms. In rotation a procedure technician, accountant, nutritionist, consultant in transient problems, each answers and asks questions.

In turn the state staff gets the county director's reaction to any contemplated changes in procedure or policy. He brings to the state office the latest word from the firing line and takes back with him, along with the clarification of points that a dozen letters would fail to resolve, the feel and spirit of the state office, a better understanding of what is wanted and, most important, a fresh viewpoint, fresh because for two days he has raised his eyes from the job in terms of his own county and has glimpsed the whole state job and his own relationship to it.

ANOTHER channel of communication was opened by the institution of a plan to hold district meetings of anywhere from five to ten county directors at more or less regular intervals. Entirely informal, affording opportunity for expression and for exchange of ideas on problems of current importance, these meetings, without advance agenda, are held under the direction of the head of the division responsible for county administration, with at least one of the field staff always present. Sometimes the state relief administrator is there to ask questions and advise on matters that later may become policy; occasionally a division head, the chief accounting officer or the medical adviser for example, appears to discuss matters related to their divisions. Things are talked over, ideas are swapped and a better understanding threshed out.

As a result of this new approach to county administration and the clearing of channels of communication, a marked increase in uniformity of interpretation of policy and operation has been noted, as well as a greater sense of unity throughout the entire organization. The state office now has a better understanding of county problems, is better and more accurately informed regarding conditions throughout the state. It has learned that there is more to county administration than just sending a field representative out to see what's wrong; that the state-county relationship is a sensitive one and the technique of maintaining it on a happy, cooperative basis is complicated but not impossible.

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THE COUNTY WORKER'S JOB

Getting Along With the Bosses

By JOSEPHINE STRODE

(A confidential letter for rural social workers only)

DEAR FELLOW WORKERS: I will be honest with you. At first I did not like this subject. I said to Miss Bailey, "We rural social workers are not cerebral nudists. We have no desire to expose our mental processes to the public. We are ruggedly rural, but we have our feelings! Furthermore, we cannot risk offending the bosses—there are too many of them! Figure for yourself, Miss Bailey, we have twelve or more welfare services to administer and usually two or more supervisors for each service. Don't you see that if a county worker wants to survive she can't afford to broadcast her underdog techniques?" But Miss Bailey would not take "no" for an answer. She said something must be done to help rural workers who are not wise to successful methods for getting along with the bosses; she said she would rather help rural social workers with their twenty-four or more supervisors than to lose $10, so what could I say? I am still puzzled about the $10.

When I think of what I am about to do my heart sinks! What if these supervisors should "get on" to us? What if we should make the same mistake that case supervisors have made in writing books and things in which they tell, for all the world to read, how to get along with us? Of course, it has reached the point where any fairly smart worker can tell by reference to a bibliography whether a particular supervisor is aiming to establish "therapeutic relationships" with her, or to be a "mother substitute," or to function as a "super-ego." All any worker has to do is to keep up on the latest publications to know whether her emotional growth is to be evaluated or her professional self developed by means of the supervisory process.

Even with the slight edge given us by the supervisors' frank public discussions of their latest methods, the rural worker's task of meeting the actualities of supervision is still arduous. For the urban worker, supervision is usually a matter of only two or three supervisors (junior, senior, and a supervisor who supervises the supervisors). And the urban worker can go home at night and forget the supervisors.

Not so the rural worker. Night and day, at any and all hours, the rural worker may have supervisors descend on her—supervisors for case work, auditing, engineers, commodity, project, adult education, CCC; supervisors for old age assistance, aid to dependent children, child welfare services; supervisors for WPA, and NYA; supervisors for services for crippled children, the blind, the health department, to say nothing of the local bosses, county commissioners and politicians. Even a rural worker's Sundays are not her own; sometimes supervisors are "caught" in town over the weekend, and on the weary rural worker falls the duty of hospitality for a supervisor who wishes she were somewhere else, thereby making it practically unanimous.

Now of course there are just as many kinds of supervisors as there are kinds of service they supervise. All of them we must remember are underdogs to some higher-up or other, chained to rules and regulations, with their own original techniques of getting along even as you and I. Some of them, yes many of them, are swell human beings who understand their job and ours, who do their work intelligently and impersonally and go their way leaving us feeling that we are a part of an important going concern. They give life and meaning, bless their hearts, to that good old term, teamwork, and we don't have to worry about getting along with them. We just go along together and ultimately get somewhere.

But all the supervisors who supervise us aren't like that and it is about getting along—or would it be getting by—with the others that I am writing you. Let's take a look at some of them, and at certain of our own techniques developed in the school of experience.

First off there is the supervisor—shall we type her S-1?—who tells the worker all about her trip to New York last summer; the clothes she bought, the shows she saw. While there are many ways of handling this very trying form of supervisor life, a time-saving one is the "non-revealing-partial-facial-functioning" technique, by which the features of the worker take on a sort of pixilated repose while her mental apparatus may be employed in figuring out how to catch up on lost time. Let your role always be passive. Never make the mistake of one young worker, who felt socially moved to break in with mention of her own bargain dress, picked up at the village Emporium, and of the play, "His Mother's Son," given by the county Drama League. The result was fatal. The supervisor's evaluation read: "Worker too much identified with the community. Mother fixation apparent. Needs some broadening urban experience."

TYPE S-2 is the "rip-roarin' locate-a-mistake-or-die" supervisor. Weakness in reaction to this type is defeat. Be firm, resolute. Buttonhole the offending supervisor firmly, or, if she has no buttonhole, make the gesture of grasping it anyway, and say firmly, "Shush!" This technique has proved very successful. I remember a worker who used it to such effect that the supervisor apologized quickly, saying, "Oh, you mustn't mind me; my method is one of attack!"

The next type, genus generally male—shall we call it S-3 M—requires a more elementary approach. A week or so on the road, eating at hamburg joints, puts a crimp in the male supervisor's disposition. When he comes in a'rarin' you will find almost infallible what is sometimes indelicately called the "stomach approach." When you hear an S-3 M growling at your Mamie Lou for mistakes in her beef or prune accounts in the surplus commodity ledger, ease in quickly and extend a hearty invitation to dinner at your home. Better mention a good thick steak, medium. This never fails to balance the books with a minimum of friction, and saves the supervisor from getting a piece of Mamie Lou's mind, which she can ill afford to lose.

Then there is the incorruptible "it's-in-the-official bulletin" type—S-4 if you are keeping track of them. She carries large brief cases full of official instructions from Washington, all indexed and ready for nailing you down. I'll admit that coping with this type is difficult. You're in

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wrong from the start. You recall guiltily stuffing that last bunch of instructions in the back of the bottom desk drawer, hoping for a Sunday off in which to go over them. She will read you a regulation calling for "a separate file for case records and correspondence," insisting that this means not separate filing drawers, nor separate sections in a drawer, but separate steel filing cabinets. The exhibit of empty space in your one filing cabinet and Mamie Lou's low, but audible mutterings over criticism of her filing methods are of no avail. There is only one sure technique to be used here. It is the local C.O.C. signal of distress, or Call Out the County Commissioners! At this point, S-4 is likely to wire to the state office which in turn will write to Washington, and that's probably the last you will hear of filing cabinets.

IF you are a new worker in a rural county, do not make the ingenious mistake of looking to supervisors of types S-1-4 inclusive for guidance in getting off to a good start. Most supervisors are loaded with the carrying-out-of-orders part of their jobs; interpretation or counsel for rural case workers is in that bundle of good intentions for which no twenty-four-hour day is ever long enough. A supervisor would need more than a pair of seven-league boots to cover adequately the large territory assigned her and still have time to devote to the promotion of the mutual understanding so necessary to effective cooperation. No, new county worker, I warn you the burden of understanding and interpretation, and the responsibility for successful relationships are all yours.

Of course, it is only to withstand the impact of an unexpected supervisor that rural workers resort to the generally simple, harmless artifices that I have described.

It is when we get a mass problem of supervisors, that our artistry is seriously challenged. The "take-'em-to-the-corner-for-a-coke" technique will serve for one or two supervisors a day, but when you get fourteen in a day, as one worker did, the system collapses.

A handy tool to employ when a number of supervisors converge on you, is "take-'em-for-a-ride-in-the-country." Five supervisors can be loaded into the county car, and you can rest at the wheel while the supervisors talk each other out. If you get tired driving you can always, accidentally, run into a sand bank and they'll all have great fun digging you out. I must warn you, however, that the use of this technique requires judgment and correct appraisal of the stuff of your supervisor. One worker with four supervisors aboard made the mistake of running into a sand bank and having to dig herself out under a flow of advice; another had a supervisor marooned in town for a whole week because her back couldn't take it.

I want to say seriously, before I go any further, that while rural case workers do have certain tricks in relation to supervisors, they do not approve of stereotyped approaches or responses, nor slavish adherence to labels of any kind. Rural existence is geared to the situational approach, and we rural workers know that the way we act in any situation is determined on the spot by the complex whole of the results of all our previous experiences. As we meet each supervisor we learn something about people and how certain ones behave under certain circumstances, and this increased knowledge aids us when the next supervisor comes to town.

Of course it stands to reason that in a single article about the only thing that can be done is to define the techniques for getting along with a sort of job-lot of more or less problem bosses, remembering all the while that we don't have to worry about the other kind. However, there are some basic considerations which apply to us all in dealing with even the best of them.

Take for example the matter of isolating supervisors to the role of directors whose sole job is to give orders for us to carry out. No understanding county worker ever does that. After all, supervisors may be trained in schools of social work, or of agriculture, or what have you, but their real development, like ours, takes place on the job and we have definite responsibilities for their education. While supervisors are trying to reinforce our weak points, to raise our levels of achievements, and to bring our practice up to acceptable standards of performance, we have an equally important obligation toward them. We should take them to the bosom of our experience and share with them our understanding of the community, the clients, and our particular rural situation. We should present our problems in their local setting, should furnish essential community data for solution of perplexing administrative details, and should offer suggestions on ways to meet situations realistically.

Basic in all our relationships is a respect for our own experience as well as that of the bosses. It is only from the variety and strength of our combined experiences that the most discriminating practice can come. The whole thing really is a partnership in the search for better social service to the client and the community, but rural workers must have faith in the validity of their own conclusions on local problems and courage to present them.

IT stands to reason that even supervisors must have a taste for something besides repairing our defective parts. Without doubt they would appreciate having some share in creating and building up the total social work process in a community. Arrange for them to meet unofficially and informally with your county commissioners, or get the chamber of commerce, if you have one, to invite them to a luncheon meeting where they can discuss governmental or social work policies. Take them to the county fair where they can get the feel of rural life; help them to be at home in rural situations. While we joke about them and they, no doubt, about us, we do realize that they do their urban best to bring us skills in case work service and administrative practice, and if the giving isn't to be all one-sided, we can and should enrich their experience by bringing them into contact with our community life.

Getting along with the bosses is not easy for us rural social workers, pretty isolated in a professional world geared to urban case workers. It is not easy to be a lone sod-buster of social work, away off in some remote rural county, plowing among the stumps of rural traditions. Yet we have our own cracker-barrel variety of social work philosophy to sustain us, and are due to make a place and reputation for ourselves, unless of course supervisors S-1, S-2, S-3 M and S-4 should happen to read this confidential letter and proceed to pull us up by our grass roots. However, Miss Bailey assures me there is little danger. They aren't the ones who read *Survey Midmonthly*. If they did perhaps they would not be the way they are.

Yours 'til the last supervisor goes home.

This is the fourth of a series of articles by Miss Strode on "the processes and problems of social work where the county is the unit of service and practice runs out over the back roads to the villages and remote farms." Coming next month: Old Folks at Home.

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Here in Washington . . . By Glen Leet

Who's Who in Washington Social Legislation: The significance of bills introduced depends, more than on any other one factor, upon who sponsors them. The following are some of the key members of Congress in the social legislation picture.

GLEN LEET

ROBERT WAGNER, Democrat of New York, needs no introduction to *Survey* readers. Milestones marking his contributions in the field of social legislation are the Social Security, the Federal Housing, the Railway Pension, and the National Labor Relations Acts, all of which he introduced. Senator Wagner concentrates each year on a significant social objective, uses competent expert assistance in developing his ideas, then, after introducing a bill, tenaciously follows through until it is on the statute books. Follow this column for a "blow by blow" account of his fight for more adequate health protection. It will be the battle royal of the session.

PAT HARRISON, Democrat of Mississippi, is chairman of the Senate Finance Committee which handled the original Social Security Act and to which all Senate social security amendments will be referred. Senator Harrison is also chairman of the Senate Special Committee on Social Security which was active in the creation of the advisory council on social security. He will be a strong supporter of the recommendations of the council generally, but has some doubts as to the practicality of extending coverage to agricultural employes at an early date.

ROBERT LA FOLLETTE, Progressive of Wisconsin, is a member of the powerful Senate Finance Committee, and is a consistent supporter of liberal and social legislation. He combines an understanding of social problems with independence and the courage of his convictions.

ALBEN BARKLEY, Democrat of Kentucky, Senate majority leader, is expected to support the inclusion under a merit system of all state personnel paid out of federal social security funds.

JAMES BYRNES, Democrat of South Carolina, is likely to be a key figure with respect to possible modifications of the WPA program. As chairman of the Senate Committee on Unemployment, he has conducted extensive hearings and is a serious student of the whole problem.

CARL HAYDEN, Democrat of Arizona, will lead the fight for 100 percent federal financing of public assistance granted to Indians and also will be interested actively in federal aid for transients.

ARTHUR VANDENBERG, Republican from Michigan, has been a persistent critic of the old age reserve fund of the Social Security Act. Although he was, to a considerable degree, responsible for the creation of the advisory council on social security, he is not too happy about its recommendation that for the present the tax rate remain unchanged.

ROBERT DOUGHTON, Democrat of North Carolina, is chairman of the House Ways and Means Committee which handled the original Social Security Act and to which all House social security amendments will be referred. Congressman Doughton was one of the sponsors of the Social Security Act and has indicated that his committee will make amendment of the act a leading item on its calendar.

CLIFTON WOODRUM, Democrat of Virginia, as a high ranking member of the House Appropriations Committee, has ably handled appropriations for social security in committee and on the floor. Few have done as much for social security as Congressman Woodrum.

CAROLINE O'DAY, Democrat of New York, is especially interested in the further development of the aid-to-dependent-children program. She continues her interest in the bill which she introduced during the last session to extend the coverage of the Social Security Act to employes of non-profit organizations. She will be an active supporter of liberal social legislation generally.

JERRY VOORHIS, Democrat of California, will be back for his second term. His influence will arise not from seniority, which he doesn't have, but from his very deep interest in social legislation and from the fact that he has one of the keenest minds in the House. This year, with Maury Maverick missing, he will carry a double burden as one of the leaders of the "young turks."

WPA LIQUIDATION: Fundamental shifts in national policy with respect to unemployment are definitely in the picture for 1939. They involve large appropriations for soil conservation, flood control, and the TVA type of project. This will be largely contract work at regular wages. In the picture also is an expansion of NYA to provide full time jobs for young people, expansion of old age programs to provide greater security for the aged, and direct relief as a backlog. This means extensive liquidation of WPA in favor of these other programs.

Neither Harry L. Hopkins nor Aubrey Williams would have stood in the way of reorganization of the WPA behemoth, but it undoubtedly will be facilitated by the changes in administrative direction. Col. F. C. Harrington who succeeds Mr. Hopkins says that he does not propose to be a "bull in a china shop." He is an army officer, assigned since 1935 to WPA as head of its engineering staff.

DOOMED?: WPA art projects, women's work, recreation, and similar types of projects with a social and cultural emphasis are doomed under the new program. Congress doesn't like them. They are shining targets for ridicule, but even so the administration will liquidate them with reluctance and with any encouragement at all will try to salvage something.

MERIT RATINGS REPORT: A comprehensive study of merit ratings or "experience ratings," which is becoming the preferred term among experts, has been completed by the Bureau of Unemployment Compensation of the Social Security Board and may be obtained from it. The report does not make any specific recommendations, but does indicate the tremendous administrative problems involved in trying to adjust an employer's tax rate to his individual employment experience.

FAMILY SECURITY: Emphasis upon security for the *family unit* is the most significant trend revealed by the report of the advisory council on social security. The council took its assignment seriously and its recommendations represent no snap judgments, but the mature consideration of able citizens after fourteen months of intensive study. The report is being received with respect and favor on Capitol Hill and social security officials generally accept the recommendations as being administratively practical. The council's responsibility was limited to old age insurance and they have not considered public assistance, health, and unemployment compensation except as they relate to old age insurance.

FEDERAL AID FOR EDUCATION: Pat Harrison plans to reintroduce his bill for federal aid to the states for education and predicts that this proposal will pass during the coming session as there are evidences both of increasing need and of stronger support for this measure.

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The Common Welfare

Mr. Secretary Hopkins

FOR once rumor was ratified and Harry L. Hopkins, for six years top relief and WPA administrator of the federal program, was appointed Secretary of Commerce. At the same time President Roosevelt promoted Aubrey Williams from executive director to administrator of the National Youth Administration and made it a full time assignment; and appointed Col. F. C. Harrington to Mr. Hopkins' post of WPA administrator. Mr. Hopkins' appointment requires Senate confirmation which, say competent Washington observers, undoubtedly will be given though not without preliminary sound and fury with Mr. Hopkins used as a whipping boy by opponents of the President's policies.

Mr. Hopkins probably knows more of the problems of unemployment than anyone in this country. As Secretary of Commerce he will have the opportunity to turn that knowledge around, and direct it into an affirmative attack on the problems of employment. To that opportunity he will bring imagination, administrative competence and drive.

Up to the Courts

INDICTED by a District of Columbia grand jury under the Sherman Anti-Trust Act as participants in an unlawful combination in restraint of trade, are the American Medical Association, the Medical Society of the District of Columbia, the Washington Academy of Surgery, the Harris County Medical Society of Houston, Tex., and twenty-one physicians of Chicago and Washington, including the executive staff of the AMA and officers and former officers of the other organizations. Named in the twenty-seven page indictment, but not made defendants in the action, are twelve Washington hospitals.

In brief the indictment holds that, prompted by the AMA, the local medical bodies instituted an active boycott against the Group Health Association of Washington; that hospitals were closed to its staff; that members of the GHA staff were forced to resign their paid positions on penalty of expulsion from the professional societies; that specialists were forbidden to consult with GHA physicians and that the name of the GHA was omitted from a "white list" of approved medical institutions. The indicted organizations and individuals have not, at this writing, filed answers to the charges.

The indictment grew out of the bitter opposition of the medical organizations to the GHA which has been commented on frequently in this publication. [See particularly, Medicine and Monopoly by William Hard, *Survey Graphic* December 1938 and page 19 of this issue.] Although various rulings by the District of Columbia courts upheld the legal validity of the GHA as an organization of physicians and potential patients, complaints continued to be made to the Department of Justice that organized medicine was obstructing the group enterprise. These were referred to the department's anti-trust division under Assistant Attorney General Thurman Arnold. On August 1, it was announced that a grand jury investigation would be made. This has been under way since October 17, with the indictment, returned on December 20, as a result.

The AMA, through Dr. Morris Fishbein, editor of the *Journal of the AMA* and one of the indicted executives, has declared that the association would defend its position "to the utmost with every means in its power." Dr. Irvin Abell, AMA president, who is not named in the indictment, has declined thus far to comment, saying only "I have no personal knowledge of those things."

Let There Be Light

ONE spectacular accomplishment of the past three or four decades has been the almost complete banishment of ophthalmia neonatorum—babies' sore eyes—formerly estimated to be the cause of 25 percent of the nation's blindness. This was accomplished through the use of two mutually dependent weapons; the medical discovery of the effectiveness of a drop of silver nitrate in the eyes of newborn infants, and the educational program to advance the use of the discovery.

Largely responsible for thus bringing together knowledge and practice was the National Society for the Prevention of Blindness which last month celebrated its thirtieth birthday. Having witnessed through its own work the force of an educational program in banishing human misery, the society has broadened its scope from the original purpose of wiping out ophthalmia neonatorum to an endeavor to prevent all kinds of blindness through education.

The path is a rough one. The greatest obstacle is the expense of ophthalmological training, resulting in expensive services in the cities and practically none in rural communities. The problem now is how to make eye examinations and early treatment—the recognized factor in sightsaving—generally available throughout the country. The federal government through the Social Security Act recognizes the need of the blind but makes no specific provision to prevent blindness. One task in which the society now is receiving the support of its many friends is the attempt to discover whether the act can be interpreted or even amended to permit federal-state funds, now dedicated to the maintenance of blind persons, to be used to keep others from going blind.

The "Chest Year"

NEW YEAR'S bells strike a slightly sour note when they herald the necessity of budget cutting. The note is flat this year in the ears of members of community chest budget committees faced with campaign results. Chests that staged early fall campaigns were caught in the intense fog of the Munich days and the worst epidemic of war jitters in two decades. The result was a drop of about 6 percent in pledges below those of the fall campaigns of 1937. Later campaigns showed progressive improvement, stemming perhaps not only from calmed nerves but also from better business conditions. The total of $45,171,469 pledged to the 261 chests reporting thus far from fall campaigns indicates that by the end of the "chest year" on June 1 the decrease from the contributions of the previous year will not be more than 3 percent. A minus 3 percent in a year which lopped off individual incomes 7 percent in eight months is almost a plus when viewed from an angle of expectancy—slight comfort to a below-average chest.

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While agency belts must be tightened, drastic program revisions probably will be unnecessary. Some chests already have found the cloud's silver lining, seeing in the decrease an opportunity for stiffening standards of re-appraisal. Although dropping substandard agencies will not effect 1939 finances, it is a part of community integration that is difficult to effect when there is plenty of money to go around.

Seventy-two fortunate communities reported increased pledges. In one, Louisville, Ky., the good fortune is doubled by the transfer of relief cases and well-baby conferences from private to public auspices, thus bringing about what most cities would consider a millennium—enlarged budgets for all chest agencies.

But such scattered cheery notes cannot drown out the fact that if this year's total of community chest contributions shows the expected 3 percent decrease from last year's $83,871,576 there will be a loss of $3 million all told—a cold figure on paper, more poignant when converted into loss of services to individuals.

The Gaines Case

THE recent ruling of the U.S. Supreme Court that Lloyd L. Gaines, young Missouri Negro, has a constitutional right to a legal education equal to that provided by the state for white students, may have far-reaching influence on Negro education throughout the South. In 1935, Mr. Gaines, a graduate of Lincoln University at Jefferson, Mo., was refused admission to the law school of the state university because of his race. Missouri has no law school for Negroes, but offered to pay the student's tuition at the university of any one of four adjacent states—Kansas, Nebraska, Iowa, Illinois—where non-resident Negroes are admitted. Mr. Gaines refused this offer, and, backed by the National Association for the Advancement of Colored People, carried his case to the courts. The decision handed down by Chief Justice Hughes holds that the question is "not of a duty of the state to supply legal training, or of the quality of the training which it does supply, but of its duty when it provides such training to furnish it to the residents of the state upon the basis of an equality of right." The implications of this decision reach far beyond the case of one Missouri citizen and his right to a legal education.

Some southern states provide higher education for Negroes leading to a bachelor's degree in art or science, but opportunities for publicly supported graduate or professional study for Negroes in the South are practically non-existent. In several southern states there are no public colleges for Negroes. Some of these states are already canvassing the effects of the Supreme Court decision.

The N.A.A.C.P. has several cases pending which raise the further question of discrimination against Negroes in southern public schools in respect to teachers' salaries, curriculum and equipment.

Carnegie Report

IN addition to its always impressive account of undertakings completed, in process, and newly launched, the current report of the Carnegie Corporation of New York is notable for a discussion by its president, Frederick P. Keppel, of funds for philanthropy. Dr. Keppel disagrees with the current view that the flow of funds for educational, scientific and cultural purposes is steadily and permanently diminishing. Admitting that such funds today are largely derived "from fortunes made under conditions which no longer exist and which will never return," he finds that provisions from public funds and contributions from industry and commerce are more than compensating for the current decrease in "new large contributions from private sources."

Dr. Keppel marshals convincing evidence. His summary indicates that the sources of philanthropic funds, and the forms in which they are made available are changing, keeping pace with other changes of the day. But it clearly suggests that the future of philanthropy is less gloomy than many recent viewers-with-alarm would have us suppose.

Happy Birthday

A BALANCE sheet of the much maligned year 1938 would reveal on the right side of the ledger the lowest incidence of infantile paralysis on record. For the first ten months, only 1800 cases were reported to the U. S. Public Health Service. But those who have in the past observed the cyclic nature of poliomyelitis epidemics see in this fact only a warning and anticipate warily the 1939 "season" when the curve is due to ascend. For this reason, the Committee for the Celebration of the President's Birthday of the newly formed National Foundation for Infantile Paralysis is bending double efforts to make this year's fund raising campaign successful enough to finance the completion of a nation-wide organization against the disease. Crux of the plan is to fight the disease where it occurs, so that early treatment—vital for regaining muscular use—may be possible everywhere. The battles will be fought through local chapters in the country's 3071 counties, always with the help of knowledge and methods made available through the research of the National Foundation. These chapters, which are to be set up immediately following the culmination of the campaign on January 30, will receive half the money raised by their counties. The other half will go to the National Foundation. Thus this year the President's birthday will mark the declaration of the first organized war against a disease which always stages its most ravaging epidemics in this country. Like every war, it will need money.

Changes in the Board

MARY W. DEWSON, whose health forced her to resign as a member of the Social Security Board just before Christmas, has spent most of her crowded adult years in working for the common welfare. Miss Dewson's first job after graduating from Wellesley in 1897 was to do economic research for the Women's Educational and Industrial Union in Boston. Successively she was superintendent of the Massachusetts Girls Parole Department, secretary of the State Commission for Minimum Wage Legislation, zone chief of the Red Cross Bureau of Refugees in France, co-worker with Mrs. Florence Kelley in the National Consumers' League. For the past ten years she has played an active part in the political scene, collaborating closely with Franklin D. Roosevelt in his study of social questions both as governor of New York and as President. With her keen insight and social awareness, she has made notable contribution to the important early stages of administering the Security Act.

Ellen S. Woodward, assistant administrator of WPA, was appointed by the President to fill Miss Dewson's place on the board. Mrs. Woodward, long a leader in her native Mississippi, came to Washington in 1933 as head of the women's division of the CWA. Since July 1936, she has been responsible not only for women's projects under WPA, but also for a number of professional programs.

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The Social Front

The AASW

LIKE the shoemaker's child who went barefoot, the American Association of Social Workers, alert to the organizational functioning of other agencies, particularly in relation to personnel practices, has been faced these past months by the embarrassing fact that its own functioning left something to be desired. Fundamental issues, recently discussed and dealt with by the association's executive committee, were precipitated by the dismissal late last August of Florence Taylor, assistant secretary, and by her statement submitted to the members of the executive committee on what she held to be the real issues underlying her dismissal by Walter West, executive secretary. Mrs. Taylor has been a member of the national staff since 1927, with special responsibility for administration of membership requirements. Latterly Mrs. Taylor had acted as secretary of subcommittees on technical requirements and on exceptional cases.

The facts in relation to Mrs. Taylor's dismissal seem to be something like this: From time to time Mr. West had indicated to her his opinion that she was devoting too much time to membership work and was not participating sufficiently in the general activities of the association. However, in January 1937, her salary, along with that of others of the staff, was raised by the executive committee.

In August 1938, Mr. West handed Mrs. Taylor a written evaluation of her services and a request for her resignation. The evaluation repeated criticisms of her membership work and added comment on what was said to be her inability to integrate her contribution with the rest of the association's program and her insensitivity to changing field conditions.

Mrs. Taylor did not feel that these criticisms represented the real reason for the request for her resignation. Rather she related that request to differences of opinion between Mr. West and one of the membership subcommittees, which she served as secretary, in respect to the content of its recommendations and the manner of their consideration. She felt that basic issues in democratic committee procedure were involved and declined to resign. She was then dismissed from the staff.

In late September, Mrs. Taylor sent to members of the association's executive committee, to Mr. West and to certain committee chairmen and members, a memorandum outlining what she held to be the issues behind her dismissal together with copies of the correspondence between her and Mr. West. Neither then nor since did she raise any question of reinstatement, her reason for this being, she said, ". . . not merely because I realized that the action of the executive secretary in dismissing me has destroyed any possibility of good working relations between us, but also because I want any discussion of this action to deal primarily with organizational issues."

SLIGHTLY SUBSEQUENT TO THE MAILING of Mrs. Taylor's memorandum Fern Lowry, a member of the executive committee, and of the subcommittee concerning whose procedures differences of opinion existed, addressed a letter to her fellow members of the executive committee and to twenty or so members of the association in different parts of the country. In this she asked them to discuss, not Mr. West's authority to dismiss Mrs. Taylor or the validity of his evaluation of her services, but "an organizational structure which fails to safeguard certain democratic procedures within a membership organization. . . ."

Miss Lowry's procedure in sending her letter to others than members of the executive committee raised many cross currents of discussion and criticism, but since the procedure seems to have had little to do with the ultimate action taken by the executive committee the matter need not be elaborated here. Miss Lowry has stated that she was not challenging Mr. West's authority to act, but was seeking guidance for her own thinking in advance of consideration of the issues by the executive committee.

Although the executive committee had an ad interim committee to deal with administrative emergencies, the president of the association, Harry Greenstein of Baltimore, decided that the whole matter properly should come before the executive body at its December meeting and appointed a committee to bring out the facts and identify the issues involved.

Meantime, the New York City chapter of the association had taken cognizance of the issues raised by Mrs. Taylor's dismissal and had referred the matter for clarification to its committee on grievances. This committee found, as Mr. Greenstein's fact-finding committee did later, that there was no question of Mr. West's authority to dismiss Mrs. Taylor nor of her reinstatement. It addressed itself to consideration of personnel practices and relationships within the association which seemed germane to the case. Its report, adopted by the chapter in late November, urged, among other things, that the national executive committee reexamine the division of responsibility between itself and the executive secretary of the association and that it give immediate attention to a revision of the employment practices of the national office "so as to bring them into conformity with the association's statement of desirable practices and that in such revision special emphasis be placed on definition of job specifications and organizational lines of responsibilities."

By the time the executive committee of the association met in early December—with 100 percent attendance, by the way,—it was clear that the committee's real concern, as Mrs. Taylor had insisted from the first, must be with the major issues of committee relationships and organizational policies that the case had raised. The discussion of the committee, much of it in executive session, extended over three days and a good part of the nights. In examining its own shortcomings the executive committee found that it had left too much responsibility to the decision of the executive secretary; that its meetings have been too infrequent, especially as the ad interim committee had proved an ineffective administrative device; that the work of the various committees was too loosely organized in relationship to the staff, the executive committee and each other; that it had developed no formal approved plan of personnel practices; that it had assigned too heavy a volume of work to the staff. As an explanation for these shortcomings it pointed out the underlying fundamental differences of opinion within the membership of the association concerning basic policies and program with resulting confusion to the staff.

AS MEASURES OF CORRECTION, THE executive committee resolved on certain action:

It affirmed the authority of the executive secretary for staff selection, management and discharge, but with action on major matters by and with the consent of the executive committee.

It abolished the old ad interim committee and established a standing administrative committee of seven, to be elected annually by the executive committee. This will meet approximately once a month and will act for the larger body on general matters including the administration of the budget.

It set up a personnel practices committee representing the staff, including clerical workers, and the executive committee, to develop promptly a plan for personnel practices and appeal procedures.

It set up a committee to formulate

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plans for carrying out the mandates of the 1938 Delegate Conference held last June in Seattle.

It directed staff attention: (1) to functioning effectively with the new committee and others; (2) to securing action on the resolutions of the delegate conference and to organizing efforts to aid chapters in planning productive action; (3) to the early employment of a staff member qualified for work in relation to the public welfare program of the association; (4) to giving special priority to membership matters, work on merit systems, professional education and problems of chapter administration and programs, even at the sacrifice of some regular activities.

It proposed, while expressing confidence in the present staff, that a review of staff functions should take place on the basis of such changes as may be made in the association program at the next delegate conference.

It outlined committee procedures and relationships to the executive committee and, in view of the fact that the reorganization of committee work may entail a revision of administrative procedures, instructed the president to secure a competent administrative expert to study national office procedures and report, with recommendations, to the executive committee or its delegated group.

The findings and action of the executive committee have here only been summarized. A full official statement to the membership of the AASW is published in the current issue of *The Compass*, organ of the association.

What Price Health?

MEDICAL economics, just now the subject of heated controversy, is not just a conversational fad. For ten years the study of the distribution of medical services has been one of the three chief programs of the fast liquidating Rosenwald Fund. In recently turning over $165,000 to committees under Dr. Michael M. Davis and Dr. Rufus C. Rorem for the continuation of this work, the fund has announced the completion of its health program. The fund's remaining $5 million will be concentrated on aiding education in the South.

Independent—Conditioned by a stern parent to bridle at the sound of "contract medicine," local medical societies are nevertheless beginning to assert their individuality by shaping their own attitudes toward plans for medical distribution. Some even go further by initiating and participating in such plans. In socially conscious Wisconsin the state medical society, in collaboration with the Cooperative Health Association of Superior, is sponsoring an "experimental, voluntary plan" for medical care on a prepayment basis [see *Survey Midmonthly*, December 1938, page 392]. Through an agreement between the society and the cooperative, any of the society's doctors may participate in the plan by offering their professional services. Eighty percent of the subscribers' fees will be applied to payment of physicians on the basis of a minimum fee schedule for services rendered; 20 percent will be used for administrative purposes. If funds are insufficient for total payment, physicians' bills will be paid on a proportionate scale. Medical care will include general practitioner, surgeon and X-ray services.

In West Virginia, the state medical association has appointed a committee "to formulate policies concerning prepayment or postpayment medical service plans or bureaus."

In Manhattan, the Medical Society of the County of New York has evinced its independence by refusing to adopt an amendment already appended to the by-laws of the state medical society and of the American Medical Association. The proposed amendment enumerated seven conditions under which "contract medicine" would be "unethical," and according to its opponents was "so loose and ambiguous that its provisions could be construed to outlaw any condition in which doctors might enter into professional contracts."

Most newsworthy town regarding the medical care controversy is Washington, D. C., where the local medical society's opposition to the Group Health Association has resulted in federal indictments of the society, the American Medical Association and twenty-one physicians for violation of the Sherman Anti-Trust Act. Again last month the District of Columbia Medical Society burst into the Washington newspapers, this time by submitting for its memberships' approval its own prepayment plan for medical care, the Mutual Health Service. Though this may look like an uncooperative surrender the society has been careful to point out that the plan has been "under consideration" since before the birth of the Group Health Association. Probably the point to arouse the most outside criticism against the Mutual Health Service will be its limitation of membership by economic status.

WASHINGTON'S TWO COOPERATIVE PLANS

Mutual Health Association	Group Health Association
Membership	
Persons under 60, employed, sound in body and mind, with no known pending medical need, whose annual incomes are limited to: $2000 for single persons $2500 for man and wife, with an additional allowance of $200 for each dependent Members must apply in groups of not less than 10.	Any civil employe of the executive branch of the U. S. government, regardless of salary, who can pass the required medical examination.
Fees	
$1 registration fee $1.50 per month from single persons $2.50 per month from man and wife $3.50 per month from a family First $5 medical expense each year must be paid to doctor before services become available.	$10 registration fee $5 initial medical examination for head of family $1 medical examination for each dependent $2.20 per month if single $4 total for man and wife $1 for all children under 18 years old $1 for each child between 18 and 21 $2.20 for each child over 21 $25 obstetrical fee $1 for first house visit in each illness
Services	
Surgical, obstetrical, and medical care, including office, home and hospital calls. X-ray and laboratory services, anesthetist, authorized consultant service. No drugs or appliances, no obstetrical care or elective surgery for first 12 months, no treatment for mental illness, epilepsy, feeblemindedness, tuberculosis, alcoholism, or drug addiction. Service limited to medical care costing $250 for a single member, $350 for man and wife, $450 for a family. No hospitalization. Members can join Group Hospitalization, Inc. for additional fees.	Medical and surgical services at clinic and home. Twenty-one days hospitalization in any one illness, not more than 42 in any one year.* No limit to home care. Drugs taken at clinic furnished without additional expense; for home consumption, drugs and medicines may be bought at cost at clinic pharmacy. X-ray, laboratory and other services furnished at clinic; obstetrical care given at home and hospitals.*

*GHA physicians are, however, barred from Washington hospitals.

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Though it seems to have an advantage over Group Health (limited in membership by occupation rather than income), this is wiped off by its limitations on the monetary value of service offered. The new plan's great selling point is free choice of physicians, spurned by the Group Health Association for the more modern group clinical practice.

Most recent of the medical society plans for "socializing" medicine is that adopted last month by a landslide vote in a special session of the house of delegates of the California Medical Association. The plan, which it is estimated will cost each of its members approximately $2.50 per month, will include hospital, medical and surgical services. Free choice of physicians is guaranteed with doctors paid on a unit basis, each type of service being graded by one or more units. There is no provision for family group insurance as the plan now stands.

Nursing Care—Any ill person receiving some form of relief in Pennsylvania may request free nursing service, now a part of the medical program of the Department of Public Assistance. The department promises to answer every initial request, but continued care is supplied only on the advice of a physician. The service is provided through nursing agencies in counties where they exist. In other counties individual graduate nurses cooperate with the state program. The department pays at a rate of 95 cents per call plus 5 cents per mile for transportation beyond five miles. The service is under the supervision of the department's State Healing Arts Assistance Committee.

Follow-up—When Florence Greenberg spoke for the wives of Chicago's steel workers before the President's Interdepartmental Committee to Coordinate Health and Welfare Activities in Washington last July she promised that a permanent organization would soon be set up in her city to support a federal health program. This promise was kept last month, when 200 representatives of labor organizations (both AF of L and CIO) and the professions of medicine, dentistry and social work met to form The Citizens Committee for Adequate Medical Care, membership in which is open to all who approve the President's program for the nation's health.

The Insurances

SIX steps toward liberalizing the Social Security Act are recommended in the report of the advisory council, which was released December 19. The council proposed: Monthly payments to widows and dependents of workers "covered" by the old age insurance provision who die before reaching age sixty-five, and a modest payment for funeral expenses; some provision for the wives and dependent children of those over sixty-five receiving monthly payments; advancement of the date for beginning old age benefits from January 1, 1942 to January 1, 1940; inclusion under the act of some 2,600,000 seamen, employes of banks, charitable and religious organizations; broaden the act later to include, probably in 1941, an estimated six million farm and domestic workers; increase old age benefit payments to married men.

Payments Begin—Unemployment compensation payments began in New Mexico and Oklahoma in December, and in eighteen additional states this month. When Illinois and Montana begin benefit payments in July 1939, the system will be effective in every state, and also in the District of Columbia, Hawaii, and Alaska. The twenty states scheduled to begin benefit payments at this time had a balance of approximately $281 million in the Unemployment Trust Fund in the U.S. Treasury as of October 31.

Preparations in Illinois—Seeking to avoid delays in acting upon claims for benefits after the state unemployment insurance law goes into effect, Martin P. Durkin, Illinois director of labor, is pushing a campaign to see that every wage earner in the state secures a social security account number. . . . Every school child in Chicago and most pupils "downstate" had a ten-minute lesson in social security the first week in December, and carried home a reminder to all workers in Illinois to get an account number. The classwork for the lesson, an explanation of the federal law and of state unemployment insurance, was prepared by officials of the unemployment compensation division, and William Johnson, Chicago superintendent of schools.

New York Lags—Of the 58,109 persons whose claims for unemployment insurance benefits were certified in November, 68 percent suffered a delay in receiving their checks. A report from the division of placement and unemployment insurance of the State Labor Department showed that 55 percent of the first payments were from one to nine weeks late, and 13 percent were more than nine weeks late. The work of determining eligibility on 230,000 claims from workers who have become twice unemployed during the year is at a standstill at this writing. Milton O. Loysen, newly appointed executive director of the division, states that plans for starting these claims through the computing machines have been completed. It is estimated that about half the claims are duplicates, and that therefore not more than 115,000 individuals are involved. About 75 percent of all applications now being received by the division are of this type. The 1,250,000 cards in the Bureau of Insurance Control at Albany are being revised to eliminate the inadequacy of records which Mr. Loysen finds to be the cause of the original tie-up.

Benefits Paid—In the twenty-nine states where benefits are already being paid, more than $340 million had been distributed to insured unemployed workers in the ten months ending October 31. Approximately 3,500,000 of the twenty million workers estimated to be covered by unemployment compensation in these states drew benefits for varying periods of total or partial unemployment. As of December 15, nearly one million individuals were receiving weekly benefits averaging over $11 for total unemployment, $5 for partial unemployment.

Oregon's Law—The Social Security Board held a hearing on December 19, to determine whether the Oregon unemployment compensation law, as amended by an initiative petition approved by voters on November 8, now conforms with provisions of the federal act. The Social Security Act provides that no unemployed worker shall be denied benefits if he refuses to accept a position available because of a "strike, lockout, or other labor dispute," if hours, wages or working conditions are substandard, or if he is required to join or to refrain from joining a union. The amendment to the Oregon law provides: "Whenever in any statute or other law of this state the term 'labor dispute' is used, such term is hereby defined for all purposes to mean and include only an actual bona fide controversy in which the disputants stand in proximate relation of employer and the majority of his or its employes and which directly concerns matters directly pertaining to wages, hours or working conditions of the employes of the particular employer directly involved in such controversy. Disputes between organizations or groups of employes as to which shall act for the employes in dealing with the employer shall not be classed as labor disputes, and the refusal of an employer to deal with either party to any such jurisdictional controversy shall not operate to make the dispute a labor dispute within the meaning of this act."

WPA—Public Welfare

THOUGH the prediction of widespread post-election WPA layoffs failed literally to materialize, by the middle of December the total rolls had decreased by 123,624 from the all-time peak of 3,262,669 reached on November 5. The decline, coming from all but ten states, was occasioned more by a new policy of not filling openings which occur when a worker goes into private industry, than to actual layoffs. Largest hole was made in

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Pennsylvania where 7176 WPA workers dropped out; next in the state of Washington where the rolls lost 5801.

This is not to suggest that the threat of wholesale layoffs was the figment of somebody's dyspeptic imagination. So real was it that pink slips had actually been mailed to some of the 7000 New York City workers scheduled to go, before word came from Washington that the firing would not have to take place. Jobs are still in danger for 15,000 of the city's WPA employes on account of the state's refusal to reimburse the municipal government for any part of the $1,150,000 spent for materials and equipment for WPA projects. It is New York State's policy to give back to the city 40 percent of direct relief expenditures, and the city contends that the policy should also hold good for work relief.

Those layoffs which have resulted from the federal hand came under a recent ruling cutting out the jobs of all those who should be eligible for assistance under the securities, including the parents of children eligible for ADC. This gave the press a wonderful opportunity for headlines—Aged and Children Hit First—and resulted in a polite but bitter correspondence between the governor of New Jersey and the President of the United States. The President's letter, written in response to a telegram of protest from Governor Moore, suggested that the ruling was one method of forcing the states to enact legislation complying with the Social Security Act. The governor in his reply was more concerned with the hardships to individuals fired with one day's notice, and urged that a procedure be adopted of dropping persons over sixty-five "only if they are (already) certified as eligible by the division of old age assistance."

Which Pocket?—The eternal squabble between states and municipalities regarding responsibilities flares up most violently over relief. Both sides use as their most pitiable exhibit the same poor taxpayer. In New York demands by New York City for an increase in the state's reimbursement for relief expenditures from the present 40 to 50 percent have resulted in the calling of a conference by the State Department of Welfare to "think things through." The city's demands were prompted by the looming shadow of a $7,700,000 deficit in relief finances for the year ending next June.

In New Jersey where a study commission recommended the taking over of greater responsibility by the state to attain better and more uniform standards [see *Survey Midmonthly*, December 1938, page 387], a proposed $60 million replacement tax program threatens to throw the responsibility for relief completely on the localities. By this plan new state taxes on business and personal property would be distributed to localities to alleviate realty taxes. Relief only comes into the picture indirectly, through the assumption that the new monies would enable the localities to afford it.

Harris & Ewing

What everyone knows about Marietta Stevenson, assistant director of the American Public Welfare Association, is that she is much more cheerful than her only extant photograph indicates. Just now she is more than cheerful because her new book, just out, has been welcomed as "exactly what we needed." ("Public Welfare Administration." Macmillan. Price $2.50. Presently to be reviewed for *Survey Midmonthly* by Dorothy C. Kahn.)

Miss Stevenson, after collecting an M.A. and a Ph.D. at the University of Chicago, put in five years with the U.S. Children's Bureau. In 1931 she joined the just-learning-to-walk-alone APWA, which she has helped to bring up to its present sturdy adulthood.

Hangers On—Those who cherish the prefix "emergency" for use with the term relief might obtain a sense of its inadequacy from the results of a survey made in Milwaukee. Covering 1634 cases taken on relief over a period of six years, the study shows the median duration of continuous relief to be nearly four years. One tenth of the cases were on relief continuously for the entire six-year period; 41 percent received relief without a break from the time they first applied until the present. These revelations of the persistency of relief parallel those of a similar study made in New York, where 51 percent of 3540 cases were on continuous relief from two to seven years.

Who Administers—A detailed analysis of the administrative provisions for general relief within the forty-eight states appeared in the November *Social Security Bulletin*. Its results here briefly summarized, illustrate to some extent the heterogeneity of relief set-ups operating throughout the country. Thirty-six states appropriate some funds for general relief. Thirty have some type of state supervision of local administration, and in nine the state administers relief either directly or through local agents. In twenty-four states relief and categorical assistance programs are integrated on the state level and in thirty-three on the local level. Nineteen states set standards for personnel. Nineteen states administer relief in both cash and kind. Ten states and the District of Columbia give cash only, and twenty states give relief in kind only. Seventeen states set relief standards. In thirty-two, WPA wages are supplemented, and in thirty-four there is supplementation of categorical assistance. That all these classifications could be broken down by qualifications necessarily ignored in a tabulation is further evidence of the kaleidoscopic nature of the administrative picture.

Jobs and Workers

SHORTAGE of workers in many highly specialized shipbuilding trades resulted in a Navy Department order to run all apprentice schools at the navy yards at full capacity until further notice. The aim is to increase by from 72,000 to 100,000 the number of trained employes at the yards and at other naval stations. Among the trades in which there is "a definite shortage" of qualified workers at present are: marine architecture, marine engineering, shipfitting, coppersmithing. The Navy Department statement indicates that a shortage in additional trades will soon develop.

Workers' Education—The report of the 1938 session of the Southern Summer School for Workers describes and evaluates the eighth session held July 21 to September 1 at the Asheville Normal and Teachers College, near Asheville, N.C. The chief innovation was that the school became coeducational. The thirty-eight students represented eleven southern states, and nine unions. Seven were workers in unorganized industries. Except for one man of fifty-seven, for whom an exception was made at the request of the Southern Tenant Farmers Union, the median age was twenty-seven, the youngest student being nineteen and the oldest thirty-four years of age. The program included courses in economics, English, dramatics, music, current events, and organized recreation. All students were given health examinations, and special diets and treatment were carried out under the direction of two physicians. All courses were related to southern economic and labor problems. The work in English, which was particularly fruitful, included public speaking; labor journalism, with

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a wall newspaper; parliamentary law; writing of letters and resolutions; and preparation of the school yearbook. Instead of the usual "labor conference," a group of forty-five hosiery workers attended a weekend institute at the school.

Oregon Test—Lee Pressman, attorney for the Congress of Industrial Organization, announces that the CIO is filing suit in the Oregon courts to test the constitutionality of the new state labor measure adopted at the November 8 election on initiative petition. The CIO holds that the law is unconstitutional on four counts: it deprives workers and labor unions of their constitutional rights to freedom of speech, press and assembly; it is vague and indefinite, making it impossible for unions to know when their conduct is legal or illegal; it deprives workers of rights conferred on them by the National Labor Relations Act; it is arbitrarily discriminatory, since it subjects labor unions to regulations not applied to employers' organizations.

Wage and Hour—The first test case against employers alleged to have violated the new Fair Labor Standards Act is expected at this writing to be brought within a few weeks, according to press reports from Washington. It is held likely that the first test will be made in New York State. . . . Procedure governing determination of hazardous occupations under the child labor provisions of the wage and hour law has been established by Katharine F. Lenroot, chief of the Children's Bureau, and has been made public as Child-Labor Regulation No. 5. The steps are: investigation and conferences; public hearing, proposed finding, and order; rehearing; finding and order; revision of regulation. . . . A hearing was held in San Antonio, Tex., on December 19 before Merle D. Vincent, chief of the hearings and exemption section. The hearing was called to consider the petition of J. Seligman, managing partner of the Southern Pecan Shelling Company, for an exemption from the minimum wage provision for a learning period during which workers will be taught machine methods.

Public Works—The report of a five-year analysis by the Bureau of Labor Statistics shows for the first time the amount of over-all employment created on each type of non-federal project included in the PWA program, and the extent to which each major American industry related to the construction field benefited from material orders placed for each type of PWA project. The major conclusion of this exhaustive study of the PWA program, since it was launched in 1933, is that each 45 cents of federal contribution to the PWA construction dollar made possible more than an hour of employment at prevailing wages under normal working conditions to American workmen in private enterprise. The bureau's statisticians found that more than one million man-hours of work in construction and industry for workmen who might otherwise be unemployed resulted from each million dollars of expenditure on PWA improvements. The federal government puts up 45 cents and communities contribute 55 cents of each PWA dollar. Workmen recalled to jobs by the program are all selected, employed and paid by private contractors or material producers under normal conditions.

Record and Report—"The Effects of Minimum Wage Determinations in Service Industries" is a study of the results of wage orders in the power laundry industry (New York) and the dry cleaning industry (Ohio) between 1933 and 1935. Bulletin of the Women's Bureau, No. 166 (price 10 cents), from the superintendent of documents, Washington, D.C. . . . "Annotated List of Pamphlet Material for Workers' Classes." Labor Education Service of the Affiliated Schools for Workers, 302 East 35 Street, New York. Price 20 cents.

In the Libraries

"THE problem of unemployed men" which has perplexed many libraries since 1929 was constructively solved four years ago by Forrest Spaulding, Des Moines, Ia. librarian. In the 1932-33 winter, when unemployment reached a peak in Des Moines, the library established, in the basement, a men's reading room where smoking was permitted and where 500 specially selected books of entertainment and vocational aid were available. Many citizens contributed books and magazines to the room, and in the four years of its existence "Riverfront University," as it is called, has had more than 187,000 readers.

Bill of Rights—Trustees of the Des Moines, Ia. Public Library have framed a "bill of rights" reaffirming the basic policies which in their opinion should govern the free public library under their control:

1. Books and other reading matter selected for purchase from public funds shall be chosen from the standpoint of value and interest to the people of Des Moines and in no case shall selection be based on the race or nationality, political or religious views of the writers.

2. As far as available material permits, all sides of controversial questions shall be represented equally in the selection of books on subjects about which differences of opinion exist.

3. Official publications and/or propaganda of organized religious, political, fraternal, class or regional sects, societies or similar groups, and of institutions controlled by such, are solicited as gifts and will be made available to library users without discrimination. . . .

4. Library meeting rooms shall be available on equal terms to all organized non-profit groups for open meetings to which no admission fee is charged and from which no one is excluded.

Trailer Libraries—A growing number of cities are using "bookmobiles" to reach suburban readers. The book trailer originated in 1937 in Gary, Ind., where it is now used by readers in sparsely settled parts of the city more than are branch libraries in more densely settled neighborhoods. The cost of the Gary trailer service is from 2 to 5 percent of the cost of branch service. Other cities which have borrowed the Gary plan include Alliance and Canton, Ohio; San Antonio, Tex.; Denver, Colo.; and Johannesburg, South Africa.

Legislation—In at least fourteen states, legislators in 1939 will be asked for state aid for libraries, according to reports made to the American Library Association. In Arkansas, Ohio and Vermont, the requests will be for continued or increased support for county or regional book service now in operation. In Indiana, Iowa, Minnesota, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, West Virginia and Wisconsin, requests will be chiefly for funds to make possible the inauguration of book service for rural people now without it. In New York State, where the legislature has for some years provided small grants totaling about $50,000 for existing libraries, the appeal will be for greatly increased state aid to make books available to some 1,500,000 New Yorkers who are not now within reach of a public library.

In South Carolina—Through WPA cooperation, South Carolina's library service has been extended from three of its forty-six counties in 1936 to forty counties today. The state has thirty-six book trucks at work and rural people, of whom there are more than 1,300,000 in South Carolina, receive direct book service amounting almost to house-to-house routing in sparsely settled communities. Other communities get their books through newly established reading rooms or through schools. The WPA partially subsidizes thirty-one of the trucks by renting the car chassis; local authorities meet the remaining expenses. Recently the state appropriated $1000 for a three-months' organization period for the state library board preliminary to a request to the 1939 legislature for state support for the board as well as state aid for libraries.

Publications—"Rural America Reads" by Marion Humble is the latest of the studies of adult education in this country published by the American Association for Adult Education, and based on field

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studies financed by a special grant from the Carnegie Corporation. . . . "The Library and the Radio" by Faith Holmes Hyers is "a report of experience and a discussion of the problems." National Advisory Council on Radio in Education, Inc., 60 East 42 Street, New York City.

Plagues and Epidemics

PLAGUE is more than a bible story in the western part of the United States where a spreading infection in ground squirrels and prairie dogs has ensnared at least two human victims. To block its march, the University of California has established a laboratory for sylvatic plague research with a gift of $24,000 from the Rosenberg Foundation of San Francisco. . . . Though yellow fever, the dread disease of the last century, has been eliminated in this country the increased danger of its spread through airplane passengers from South America has caused health officers to sit up and take notice. A special order has been issued in Miami that any person arriving in the city from an actual or potential focus of the disease must report in person to the Department of Public Health and "shall be kept under surveillance until six days have elapsed from the time of departure from the focus." . . . Two other diseases brought to man from animals and insects, undulant and Rocky Mountain spotted fever, have been slowly but persistently spreading, according to a report from Illinois where the 150 cases of undulant fever and the 20 cases of Rocky Mountain fever reported in the first nine months of 1938 surpass all previous yearly totals.

Child Torturers—The children's diseases continue making themselves at home, with whooping cough rising to epidemic proportions in the East. By October 1, New York City's Department of Health showed records of 8552 cases in 1938 with 72 deaths. In the first forty weeks of 1938 there were 167,172 cases reported throughout the country. . . . St. Louis reports show a four fifths decrease in diphtheria incidence since the first immunization campaign in 1934. . . . In France, immunization against diphtheria is now compulsory for all children between the ages of two and three as well as for all school children under fourteen.

Hope—Aiming to make pneumonia serum available to all Michigan residents, the State Department of Health plans to place its production on the same basis as other biological products. Through a gift of $50,000 from the Commonwealth Fund and a $30,000 appropriation from the legislature a program of experimentation and distribution began last fall. The latter is restricted to persons not otherwise able to obtain serum. . . . The U. S. Public Health Service announces promising results from last winter's experiment in pneumonia vaccination with 70,000 CCC boys. The disease was considerably more prevalent among the 40,000 boys who were not vaccinated than among the 30,000 who were. This was particularly true in the west coast camps where there was nine times as much pneumonia among the unvaccinated as among the vaccinated.

Smallpox—Though smallpox, "the most easily preventable disease known to medical science," has declined considerably since 1937, the preceding four years brought a gradual but steady rise in its incidence in the United States. In one year, 1936-37, there was an increase of 4000 cases from the 7800 of the year before. In spite of its contagious character, the disease is least known in the thickly populated East, most prevalent in the Northwest, where seven states reported a total of more than 14,000 cases in 1933-38. Practically spotless are the records of the Atlantic Coast's three great metropolises. New York has had no cases since 1932, no smallpox deaths since 1926; Boston has had one case and no deaths since 1929; Philadelphia has had only two cases in the last ten years; no deaths since 1925.

About Tuberculosis—No longer public enemy number one, tuberculosis is still a major menace in the United States, killing over 70,000 persons annually. Most dangerous is it to the Negro population where its deathrate has only decreased by 32 percent since 1920 in comparison with the 58 percent decrease among whites. A statistical study in North Carolina shows that tuberculosis, which ranks second among the causes of death among Negro children between the ages of five and nine, does not even appear on the list of the ten first causes of death of white children in this age group. Advancing to first place in causing death of Negroes between ten and fourteen, it has also nosed its way into ninth place on the white list of these ages. From there it leaps to third place as a killer of white children between the ages of fifteen to nineteen, still holding first place among Negroes where it finds nearly five times as many victims.

The economic cost of each case of tuberculosis has been estimated as ranging from $3000 to $5000 depending on the severity of the case. The estimates take into account treatment, care and loss of wages.

X-rays of 14,177 New York City highschool students made last spring revealed only 49 active tuberculosis cases. Nevertheless, 50 percent of the students examined reacted positively to the tuberculin skin tests, indicating exposure to the disease.

Venereal Disease—Death reports of syphilis and gonorrhea origin do not show a true picture of the ravages of these diseases, of long duration, among the young. The recent publicity campaign with resultant case reports has made apparent the fact that approximately one out of every seven persons in the United States between the ages of sixteen and twenty is suffering from venereal disease—an estimated five million infected young people of highschool or college age.

Case reports to the U. S. Public Health Service in October show the national rate of all known syphilis cases to be slightly over three per thousand of population. Mississippi has the highest rate of reported syphilis cases, over twelve per thousand, with Delaware and North Carolina running close behind, both having over eleven per thousand; Wyoming has the lowest, one per ten thousand. Mississippi has over four times as many reported gonorrhea cases—thirteen per thousand—as the District of Columbia which is next highest on the list; Wyoming has also the lowest gonorrhea rate, again less than one per ten thousand.

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Literature on Request

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Talking and silent motion pictures, slides and phonograph records are available through the American Social Hygiene Association, 50 West 50 Street, New York, to help spread knowledge of social diseases. The association first became a movie producer twenty-one years ago with two wartime films, "Fit to Fight" and "The End of the Road," both still being shown throughout this and many European countries, in China, India, Egypt and South Africa. Their use is restricted to non-commercial purposes. . . . The American Society for the Control of Venereal Disease, Inc., a California organization, has become the western division of the American Social Hygiene Association under the direction of a western advisory committee.

Vanishing Institutions

LIFE ended at fifty for a Chicago settlement in late October. After half a century's service to a north-of-the-river ward, Eli Bates House has closed its doors, thanked its contributors, and distributed its assets among other agencies of the neighborhood. Insolvency played no part in the decision of the board of managers, for Eli Bates House lived well within its means. A statement to friends and contributors of the house lays the action to "very great changes of conditions in the neighborhood," and continues: "The newly formed Catholic Youth Organization has naturally and properly grown among Italians who formerly constituted the largest part of the settlement clientele; WPA assistance has expanded the activities of family service organizations conducted under local leadership in the parks; finally, ethnological changes in the district rendered the continued conduct of a family program increasingly difficult."

In this final clean-cut decision to abolish a program which the city no longer needs, the settlement died as it lived —wisely and bravely. It has turned over a three-year lease of its buildings to the North Side Boys' Club, diverted the proceeds of the Eli Bates Shop to Hull-House, divided its nursery equipment between two day nurseries, and given the instruments and uniforms of its drum and bugle corps to Allendale Schools for Boys.

New Jobs—Vocational readjustment in a changing world need not be limited to the animate. Institutional buildings finding themselves cut out from children's care by private homes are turning to other fields. In Baltimore, a building which once sheltered children was recently purchased by the Health Department for a syphilis control clinic. Formerly it was the property of the Children's Home of Baltimore, Inc.

A similar destiny has overtaken the former Hebrew Orphan's Home in Atlanta, Ga., now to become a home for incurable cancer patients because of the wholly successful substitution of care of children in their own or foster homes. Since 1930, the building which used to house 144 children has been used for administrative offices for the agency which now directs the care of 100 placed-out children. Too expensive for offices, it was sold to the Servants for the Relief of Incurable Cancer.

Rejuvenated—Close tie-up between children's agency and home, causing reduction in the population of the home, sometimes brings rejuvenation instead of death to the institution. This is the case in Wilkes Barre, Pa., where the Wyoming Valley Children's Service Center has been formed to coordinate the work of the Children's Home, the child placing division of the United Charities, and a new child guidance clinic. Subscribing to the modern theory that a home should be a home and not a barracks, the board of the Children's Service Center is causing the two congregate buildings of the Children's Home, with a capacity of about 75 children, to be razed to give way to two cottages built in the manner of private houses. Each cottage will have a maximum capacity of 12 children and a housemother.

The coordination of home, child placing agency and child guidance clinic, all of which will have administrative quarters in a separate building on the home grounds, is expected "to provide opportunity for study and experimentation, and for stimulation to a high grade performance in all departments." The center's executive secretary is Conrad Van Hyning, formerly commissioner of the Florida State Department of Welfare.

Closed Doors—Feeling its usefulness past, ninety-year old St. Joseph's Orphanage near Pittsburgh recently closed its creaking doors for the last time. Many world-wide changes have taken place since 1849, the year the orphanage was established, not the least of which is the evolution of modern methods of child care with its emphasis upon family life in either a parental or a foster home. Five years ago when the old orphanage began to fail, its superintendent, the Rev. Charles Wiesmann, arranged for the Conference of Catholic Charities to make careful investigations of all requests for admission with the view of preventing broken homes or devising individual plans for the care of deserted children. This work was aided by the public assistance program with its pressure against institutionalizing children for financial reasons. Plans also were made for the children in the orphanage by a social worker assigned by the Catholic Charities. By the spring of 1938, the population of St. Joseph's had declined from 250 to 93. In one month, 31 of the 93 were placed in parental homes, 17 with relatives, 4 in free homes, 15 in a temporary asylum, 10 in boarding homes, 9 in other institutions, 5 in work or wage homes, and 2 under other care.

Quite another story is that of the closing of Brightside, a private "training school" at Plymouth, Ind., after an inspection by the children's division of the State Welfare Department revealed conditions so unsatisfactory as to prompt recommendations for the cessation of its operations. Run-down buildings with fire hazards, bad plumbing facilities, poor furnishings, broken play equipment, an insufficient staff, and an inadequate health program, all stemming from lack of financial support, prompted the state to warn the administrator that unless additional funds could be secured the institution must close. Many of the 87 children under care at the time of the study came from distant counties and had been forgotten by their communities; 38 had been there more than five years. The observations of a psychiatrist and a psychologist disclosed that only a small number of the children needed continual custodial care. The home counties of the children were notified and began placing arrangements. In a few months places had been found for all but a nineteen-year old boy who ran away before plans could be arranged for him. Thirty children were sent to boarding homes, 26 to other institutions, 14 to their parents, 10 to other relatives, and 6 to free or wage homes. All will be under supervision of county departments.

Eleven years of a child placement bureau in the country's third largest children's institution culminate this month with the closing of the institution. Since the bureau began to function, the Brooklyn Hebrew Orphan Asylum, incorporated in 1878, gradually has changed its policy from institutionalization of dependent children to specialization in foster home care. At the end of 1938 only a third of nearly 1000 children under care were housed in its building. A concerted drive now is under way to find private homes for as many of them as possible. Those in need of special institutional care will be transferred to other institutions. The Brooklyn Hebrew Orphan Asylum will continue to operate as a child placing agency.

Professional

STUDENTS can begin training for civil service next year in a school to be established at the College of the City of New York. Designed as a method of keeping city government free of "politics," the school is an outgrowth of seminars conducted in the past by the mayor and other city officials for students who have been selected to work in city depart-

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ments during the summer. The new courses will be planned as preparation for specific examinations for city jobs.

Registry—Quakers engaged in social work are asked to cooperate with the Philadelphia Yearly Meeting of the Society of Friends which is compiling a registry of Friends working in case work, group work, community organization, health agencies or institutions. A card giving name, address and position should be mailed to the social service secretary, 1515 Cherry Street, Philadelphia.

Pursuit of Knowledge—The effect of modern "isms" upon family life will be included in the study of the family to be presented in a course at the New School for Social Research beginning in February. The lectures, to be conducted by Dr. Bernhard J. Stern of the department of sociology of Columbia University are planned to cover the "changing forms and functions of the family from primitive times to the present." . . . Supervising the in-service training program of the Indiana State Department of Public Welfare is Nadia Deem O'Hern. The program is now in its second year and going strong, particularly in the area of case work supervision. . . . Highly popular are the extension classes in child welfare problems offered by the Indiana University Training Course for Social Work. Some 280 persons registered for the course which is given by Margaret C. Miller and Leona Massoth at eight centers over the state. The course carries graduate credit though approved undergraduates may be admitted as auditors. Similar courses in social case work probably will be offered during the second semester.

A Home of Its Own—The Chicago Chapter of the American Association of Social Workers is to have an office with a full time secretary, and stenographic assistance; a permanent home for its records; a central meeting place for its committees. All this because Chicago once had a Social Workers' Country Club. It folded up in the dim pre-depression past, leaving $26,000 in good cold cash which eventually was entrusted to the Council of Social Agencies to be used at the discretion of the council's board for the "general welfare, health, education and recreation" of Chicago's social workers. Broad as these provisions were and diverse as were the many plans suggested for use of the money, the fund has remained intact.

But recently the need of the Chicago chapter for secretarial service and office space seemed to the council's board to satisfy at least the "general welfare" clause of the trust provisions. A gift of $2600 was accordingly made to the chapter for the year 1939, on condition that the members raise an equal amount. The chapter did this by increasing membership dues $1 a year. Under the limitations of the trust, the Council of Social Agencies is allowed to spend 10 percent of the capital fund each year. Since the grant to the AASW is the first expenditure and interest has accumulated, it was possible to make an additional grant of $500 to the chapter for office furniture.

News Service—Proposed federal legislation concerning public welfare will be given special attention in the *Washington News Letter on Social Legislation* which begins publication this month. It will cover proposals: to increase federal aid to dependent children from one third to one half; to equalize old age assistance; to provide grants to the states for direct relief, transients, and Indians; to provide medical care; to extend the coverage and otherwise amend unemployment compensation and old age insurance.

The *News Letter* will seek to present the best opinions obtainable as to the prospects and significance of these proposals. It will concern itself more with "off the record thinking" and "behind the scenes" situations than with official statements. It will also cover amendments suggested by state officials and evaluations of amendments from other sources. Glen Leet, editor of the new publication, and a regular contributor to *Survey Midmonthly*, has had extensive experience with state legislation, having worked as technical consultant with nineteen legislatures and drafted twenty-six state social security laws. For the past three years, as a Washington correspondent, he has specialized in social legislation.

The *News Letter* will be issued biweekly while Congress is in session, with special editions on matters of immediate interest, at a cost of $5 per subscription. For information, write Glen Leet, *Washington News Letter on Social Legislation*, 1733 Nineteenth Street, N.W., Washington, D. C.

Certification Ahoy—After years of study and experimentation the California Conference of Social Work is going to the legislature with a bill providing for the formal certification of social workers, which, if enacted, would be the first of its kind in the country. The bill, which in tentative form has been widely circulated in the state, is at this writing in the hands of the legislative drafting bureau. Meantime the conference's statewide interpretation committee, Mathew P. Adams, chairman, has swung into action in every county to secure a united front among social workers for support of the proposed measure.

The bill would create an unpaid board of seven social work examiners appointed by the governor in the Department of Professional and Vocational Standards, who after January 1, 1941 must themselves be certified social workers. The board would have authority to define terms, set standards, conduct examinations, issue and revoke certificates, investigate violations, conduct hearings and so on. The bill would "blanket in," until January 1, 1941, social workers who are registered under the voluntary certification plan of the state conference or who have had at least three years full time employment, as social workers, in a recognized social agency. Applicants for certification must have resided in the state for a year or more but there is provision for reciprocal certification of certified workers from states or foreign countries with requirements equal to those of California.

Apparently there is little active opposition to the proposed bill, although certain bodies, including organized labor, say that it well might wait the pending reorganization of the State Department of Social Welfare.

Our Error—The announcement in the November *Survey Midmonthly* [see page 358] of the opening of a placement bureau at the New School for Social Research "for 'exceptionally qualified' students and graduates of the social sciences" should have read "for *its* 'exceptionally qualified' students and graduates of the social sciences." The placement bureau is to be run exclusively for the school's own students and ex-students.

Meetings—The 1939 meeting of the National Conference of Catholic Charities will be held in Denver, August 6-9. . . . Camping Problems Today is the theme selected for the convention of the American Camping Association which will open on February 1. Topics and mechanics of the convention have been planned with the view of providing "opportunity for continuity of thinking." . . . The sixteenth annual meeting of the American Orthopsychiatric Association, an organization for the study and treatment of behavior and its disorders, will be held at the Commodore Hotel, New York, February 23-25. For details query Dr. Norvelle C. LaMar, secretary, 149 East 73 Street, New York.

People and Things

WAGES of 5 cents a day were the source of a recent $42 contribution toward relief of war-torn China. The money, donated by the prisoners of Missouri State Penitentiary by means of a chapel collection, will reach its destination through the Church Committee for China Relief.

C'est la Guerre—Tucked in among other unhappy news items from overseas is word of the resignation, "the result of recent political developments," of Alice

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Masaryk as head of the Czechoslovakian Red Cross, a position which she has filled with distinction for some twenty years. She is replaced by General Haering of the army medical corps who, it is said, "will undertake to change the whole Red Cross organization." Few European social workers are as well known to their American colleagues as Miss Masaryk. Although she has not visited this country for a number of years, her memory is still green especially in Chicago where, while a student, she lived at Hull-House. Especially "rememberful" of the quality of her personality and intellect are the Americans—not to mention other national delegations—who attended the second International Conference of Social Work at Frankfort-am-Main in the summer of 1932. Miss Masaryk, as president of the conference, welcomed a thousand delegates from thirty-one countries in the three official languages of the gathering, German, French and English, and before the end of the busy meeting was personally and happily known to most of them.

Glad Department—Guests of honor at a recent tea given by the staff of the Committee for the Care of the Jewish Tuberculous to mark the committee's twenty-fifth birthday were Edward Hochhauser, executive director and his assistant, Celia Hentel, both of whom have been with the organization since it opened its doors. . . . Outstanding work in the campaign to control cancer won the 1938 Clement Cleveland Medal for the National Association of Science Writers. . . . Acadia University's centennial convocation in Nova Scotia was the occasion for presenting the honorary degree of Doctor of Civil Law to Laura R. Logan, director of the school of nursing and nursing service at Boston City Hospital. . . . At a recent luncheon celebrating his seventieth birthday John L. Elliott, senior leader of the New York Society for Ethical Culture and founder of the Hudson Guild, New York settlement house, was presented with a purse for use in the divers good causes which activate his life.

Californians—When the California Conference of Social Work last spring elected H. Dewey Anderson as its president, it little realized that it was getting the state relief administrator for its leader. In early December, Governor-elect Olson appointed Mr. Anderson to what he described as "the toughest and biggest job in the state" at the top salary the law permits, $10,000. Mr. Anderson came into social work originally by way of the YMCA, but since the World War has been engaged in occupational research and tax studies, largely at Stanford University. He was chairman of the unemployment committee that sponsored the state unemployment reserves act in 1935.

Notable among recent comings and goings of California social workers is the retirement from active practice of Edith N. Burleigh, pioneer in the field of psychiatric social work and until recently chief of that service at the Los Angeles Child Guidance Clinic. . . . Edwin C. Cooley, whose friends old and new reach from coast to coast, is now director of the San Francisco office of the State Relief Administration. . . . Perle Dow has left the staff of the San Francisco Community Chest to go to the bureau of medical relief of the Oregon State Relief Committee. Another San Francisco Chest loss is Ann Wilson Haynes, publicity director, now with the California State Department of Health as public information editor assigned to the bureau of venereal disease. . . . George Nickel, who was assistant director of the SRA, division of county administration, when he wrote the article, "A Matter of Communication," for *Survey Midmonthly* [see page 11] has resigned to become the representative in California of the Beneficial Management Corporation of New Jersey, a small loan corporation.

The international boundary line between Canada and the United States is practically non-existent for social workers, who find opportunity for service on either side. Latest to cross over in this direction is H. W. Cassidy, Ph.D., director of Social Welfare for British Columbia, who hopes to spend six months of travel in the United States preparatory to taking up new duties as professor of social economics and director of the graduate curriculum of social service at the University of California. Mr. Cassidy is well known in both academic and administrative fields. Prior to his four years in British Columbia he held assistant professorships at the University of Toronto, Rutgers University and the University of North Carolina. Martha Chickering, present director of the graduate curriculum of social work will retain her connection with the university.

Moving Nurses—Michigan's Bureau of Public Health Nursing has as its new director Helen Bean, lately of the division of domestic quarantine in the U. S. Public Health Service. . . . Resigning as secretary of the Missouri State Nurses Association, Anna Coupe has gone to teach at the Providence Infirmary School of Nursing, Mobile, Ala. . . . Gladys L. Crain, recent epidemiologist in the Massachusetts Department of Health, is now director of the Buffalo Visiting Nurse Association. . . . Stella Mathews who has retired as registrar of the Nursing Service Bureau, Honolulu, has been succeeded by Margaret Rasmussen. . . . More news from Honolulu concerns the appointment of Helen Chesley Peck as director of the public health nursing department of Palama Settlement. Miss Peck was formerly chief consultant in Public Health Nursing for the Massachusetts Department of Health. . . . Ill health has caused the resignation of Mrs. Cecil Carter as director of the nursing division of the League of Red Cross Societies. Mrs. Carter, who has been with the league since 1922, has been chief of the nursing division for eleven years.

In Boston and Elsewhere—Already having served Boston publicly in two other capacities, first in the school system, then as penal commissioner, William G. O'Hare takes up duties as director of the Department of Public Welfare. . . . News comes also from a Boston private agency, the Robert Gould Shaw House, where Morris R. Taylor, formerly of the Linden Community Center, Dayton, Ohio, has gone as headworker. . . . Another Boston agency, the Society for the Prevention of Cruelty to Children, congratulates its executive secretary, Theodore Lothrop, on his election as president of the Massachusetts Conference of Social Work. . . . That even Boston must sometimes lose a worthy citizen is illustrated by the recent moving of the Rev. Russell L. Dicks, former chaplain of the Massachusetts General Hospital to the Presbyterian Hospital in Chicago.

The Greater New York Fund, Inc. recently bagged a prize by persuading Natalie Linderholm to serve as its assistant publicity director. Mrs. Linderholm was assistant director of the department of social work interpretation of the Russell Sage Foundation. . . . In Missouri the St. Louis County Welfare Association has as its new executive secretary, Robert P. Wilson, formerly staff associate of the National Association of Travelers Aid Societies.

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Readers Write

We're Game

To the Editor: A good many social workers submitted statements in the *Atlantic Monthly* contest for a plan by which a retired business man might usefully return one million dollars to the community in which he had acquired it. You have published two proposals by social workers which did not win the prize. [See *Survey Midmonthly* May 1937, "On Giving Away $1,000,000," by William H. Matthews; and September 1937, "A Million Dollars for Birth Control," by Lena Gilliam, R.N.] I should be interested, and I think other of your readers would be, in seeing in *Survey Midmonthly* more of the proposals made by social workers. Might it not be interesting for *Survey Midmonthly* to ask for such contributions, and to publish some of them? Paul L. Benjamin
Council of Social Agencies, Buffalo, N. Y.

By Way of Correction

To the Editor: As usual when a layman goes into a technical subject and tries to make it interesting, he makes errors. Mildred L. Methven, supervisor of Institution Libraries for the Minnesota State Board of Control, writes me in regard to my article, "Institution Libraries in Minnesota," in the October *Survey Midmonthly:*

"Somehow an inaccurate statement was included to the effect that there is a course in institution librarianship at the university. This is a course for hospital librarians only and it is not given in cooperation with the library of the University of Minnesota, but is offered by the Division of Library Instruction, a part of the university which happens to be housed in the Library Building and is directed by Mr. Walter who is also the librarian for the university."

St. Paul, Minn. Louis Towley

Relief Ups and Downs

To the Editor: "Relief in November 1938," in your November issue was not only timely but tragically depressing, especially in view of the expansion the past year of WPA and the functioning of the social security services.

The Social Security Board, however, released an item on November 21, stating: "Telegraphic reports from thirty-six states and the District of Columbia for 109 urban areas show a decrease of one percent in the number of cases receiving general relief from public funds, and a decrease of one percent in the amount of obligations incurred from September to October." In my opinion many persons would assume from this statement that relief conditions through the country have improved. It should be made clear that while there was a drop in October to the extent of one percent of cases and expenditures, the necessity for relief is still far greater than it was a year ago.

As I see it the reasons for this are: the business recession which threw thousands of workers out of jobs; the lack of funds for adequate relief in many places; the raising of the standards in the social security categories and the acceptance of many persons in these categories who had previously been denied relief. Henry F. Burt
Personnel and Information Officer
Division of Unemployment Compensation, Department of Labor, Providence, R. I.

On December 7, the Social Security Board stated that total October relief expenditures, including WPA and all forms of public assistance, were 2 percent above those of September, with an increase of about 100,000 beneficiaries. General relief expenditures in September 1938 were 16.2 percent above those of September 1937; categorical assistance 21.8 percent above.—The Editors.

Neither Defunct nor Idle

To the Editor: During the course of the past fifteen years the public has received, through a number of articles on out-dated philanthropic bequests, incorrect information on the work endowed by the will of John Edgar Thomson, third president of the Pennsylvania Railroad who died in 1874. He left his estate in trust to be applied to the education and maintenance of the daughters of deceased railroad employes with preference to daughters of men killed in the performance of their duties.

Originally operated on an institutional basis, only daughters of men killed in railroad service were accepted, but following the enactment of compensation laws many widows were able to care for their daughters in their own homes, and there was a resultant lapse of applications. In 1923, the board of trustees instituted new policies to include the daughters of men who have died of natural causes while in railroad service. Approximately fourteen railroads now are represented by beneficiaries.

Institutional care was discontinued in 1935 after an experiment in home assistance. At present the foundation is assisting with the education and maintenance of 234 girls, with a waiting list of about 150. Far from being idle, the funds are taxed beyond their capacity.

Jessie H. Wilson
Director, The John Edgar Thomson Foundation, Philadelphia, Pa.

We Liked It, Too

To the Editor: May I express appreciation of the quotation from Graham Taylor appearing as a frontispiece to *Survey Midmonthly* of December 1938.

Social work owes its very existence to the inspiration of true religion in its finest practical interpretation; but I regret to say that this fact is not universally recognized among the many social workers out to make a good salary and a recognized name. It is quite true that the great majority of social workers know where they got their inspiration, but there is an awful lot of unbaked resistance to the acknowledgment among the degree-hunters of the world.

I have worked always under church auspices; therefore I am prejudiced. I remember when, on assuming my present office some twenty years ago, I attended a social service luncheon, one of the first of some forty thousand that I have attended since. Not meant for my ears—I was unknown—were two comments, one across the table and one nearby. Speaking of the society which I represented one neighbor said: "I wish that that society would give up its social work and attend to its religion." The other said the diametrical opposite. Not as yet have we adopted either of these pieces of advice. William H. Jefferys, M.D.
Superintendent, The Philadelphia Protestant Episcopal City Mission

Worth of Words

To the Editor: Vocational Adoption will henceforth use the term "self-dependents" in place of "underprivileged." The word "underprivileged" is universally used to describe all classes depending more or less on social agencies for betterment of their economic conditions. It conjures up an image of gaunt, shabby-looking, mentally-arrested, unsavory humans.

Such a grim picture is untrue of many of those looking to social agencies for improvement of their lot. Least of all does the term apply to the boys with whom Vocational Adoption is concerned. They are just the opposite—in the best sense upstanding, clean-cut young men, moved by a laudable ambition to make a place for themselves in the American scheme of life, through intelligent and industrious application to useful work.

We believe that the designation "self-dependents" conveys that kind of a picture of the youths we are dealing with.

Executive Director Isidor Warsaw
Vocational Adoption, Inc., New York

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Book Reviews

The Man with a "Record"

INVISIBLE STRIPES, by Lewis E. Lawes. Farrar & Rinehart. 315 pp. Price $2.50 postpaid of *Survey Midmonthly*.

SING SING'S warden begins this book and his thirty-fourth year in the prison service with an apology for Sing Sing's negative contribution to the solution of the crime problem. Warden Lawes, writing for the "average" man, and with an uncommon understanding of his reader, presents a convincing picture of the futility of prisons in a society which denies youth a full opportunity to participate in the substance of life in acceptable ways. "It is idle and futile planning—that which hopes to solve the crime problem without parallel efforts to reconstruct our lopsided economic system in which underprivilege seems to be a necessary evil." This is the main thesis of "Invisible Stripes."

The diary of an extremely literate prisoner is utilized to introduce the uninitiated to the world within a world which is prison. While this document does not ring entirely true to this reviewer, it does convey a feeling for the local color within prison walls and provides a background of illustrative material to support the author's pointed criticism of the failure of law, home, school, church, and community in their campaign against crime and delinquency. In an otherwise excellent discussion on parole, Warden Lawes offers the startling suggestion that "regardless of the offense committed parole should be for life." It is hard to reconcile this with the warden's realistic thinking of the handicaps which the ex-prisoner must face. With the widespread adoption of fingerprinting and the establishment of central identification files the "invisible stripes" fastened upon the ex-prisoner already have become indelible stripes. Very little constructive thought, much less action, has been devoted to this deplorable situation. Warden Lawes is exceptionally well equipped to lead the educational campaign against the suspicion, self-righteousness and indifference of society as it contemplates the man with a "record." These are in great part the answer to his diarist's question, "Why do they come back?"

JAY BECK
Social Investigation Unit, Department of Correction, New York City

Beyond Nationality

FOLK-DANCES OF GERMANY: CONTAINING TWENTY-NINE DANCES AND SINGING GAMES, by Elizabeth Burchenal. G. Schirmer, Inc. 127 pp. Price $2 postpaid of *Survey Midmonthly*.

WAITING tensely for radio news from Godesburg, we heard two bars of an old familiar folk song; whether from radio studio or neighboring church we knew not, but it broke the tenseness and served to remind us that there was something human, something homey and valuable left in Germany. Similarly, we are grateful for the folk songs and dances of Germany collected by Elizabeth Burchenal under a grant from the Oberlaender Trust. Miss Burchenal is eminently qualified to collect and present the material because of broad and accurate knowledge of the subject and background, as well as by quick sympathy and zest for it.

The selections in this volume give a good variety of the *bunte tänze*—couple and group dances in quadrille formation—and include some of the familiar folk songs which are part of the life and breath of anyone with German background. The dances, described simply, are easily followed by those who have no particular skill; the accompaniments have been arranged and ably edited by Emma Howell Burchenal. Miss Burchenal has caught the ecstasy which is the essence of all free expression and is not bound by language. The volume will be useful to teachers and recreation leaders, as well as those who take their pleasure in song and dance. The illustrations, photographs of peasants in costume at various festivals, are charming and will be a source of interest and pleasure to all. There is an excellent bibliography.

LILLIE M. PECK
National Federation of Settlements, Inc.

Ancient Vice

MARIHUANA—AMERICA'S NEW DRUG PROBLEM, by Robert P. Walton. Lippincott. 223 pp. Price $3 postpaid of *Survey Midmonthly*.

THE growing abuse of marihuana in this country has become a sensational subject for newspaper and magazine articles. The public is now conscious of the danger of this new narcotic which is no more than the ancient hashish in modern dress. Now appears a scholarly book on the subject, reviewing all phases of the hashish vice, its origin, history and technical considerations.

The scientific and literary accounts of hashish intoxication are extremely varied. One service the author performs is to bring together most of what has previously been written on the subject. His book is a comprehensive compendium, not only of the subjective experiences of the drug's effects but also of objective medical experimentation. The sum total of these descriptions forms the answer to the query of what happens when an individual succumbs to the drug's influence. The criminal acts committed by marihuana habitués are readily understandable in view of the unpredictability and violence of its action.

Depravity has been and still is the only motive for the use of marihuana. Its peculiar anti-social effect is the main reason why authorities everywhere are desperately trying to prohibit its abuse. To what extent it figures in automobile accidents, thefts and homicidal crimes is difficult to estimate at the present time. Mr. Walton subordinates this phase of the problem and the national and international efforts to curb the traffic to the primarily technical aspects. The botany, pharmacology and chemistry of the Indian hemp plant from which marihuana is derived is subject to a variety of opinions. The author ably presents these to serve as a starting point for future experimentation. As a reference for those who are interested in the sociological, medical or chemical sides of the marihuana problem, his book is indispensable.

FREDERICK T. MERRILL
Foreign Policy Association

Education for Grown-Ups

ADULT ABILITIES: A STUDY OF UNIVERSITY EXTENSION STUDENTS, by Herbert Sorenson. University of Minnesota Press. 190 pp. Price $2 postpaid of *Survey Midmonthly*.

AN unrecognized contradiction seems to be in the writings, if not in the minds, of some adult educators. On one page, they quite justly urge departure from usual classroom procedures in order to meet the special needs, interests and other requirements of their adult students; on another, they employ traditionally academic standards to judge the effectiveness of the methods used. In "Adult Abilities," Dr. Sorenson has done just that. On the basis of results with intelligence tests administered to extension students and resident undergraduates at six universities, and on the basis of scores on examinations (of achievement) given to supposedly comparable classes of these two types of students, he concludes that the older non-resident group have "adequate aptitude for college work," their mental abilities being at least equal to those of the younger undergraduates. Yet he recognizes that in many respects the problems confronting the teacher of adults are distinct from those which the teacher of college youth must face. It is gratifying, however, that he has concerned himself with actual classroom achievement rather than with artificial laboratory experiments as a source of information regarding adult abilities.

The extension students studied turn out to be a rather select group—largely public school teachers and business employes, under thirty years of age, with twelve years of formal education in their background. Vocational motives or ambitions for degrees have principally determined their enrollment. From these facts Dr. Sorenson has made some generalizations regarding purposes and programs of university extension. Thus he

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observes that there are not enough students with non-vocational motives. "With such individuals, the university could build up a program of real adult education. . . ." Some hindsight may be better than no foresight, but one wonders whether it is necessary, at this stage, to discover what part of the public the extension classes are not reaching, before formulation of objectives can be undertaken defining the clientele they should serve.

LEON BRODY
American Association for Adult Education

The Consumer Pays

IT'S AN ART, by Helen Woodward. Harcourt, Brace. 405 pp. Price $2.75 postpaid of *Survey Midmonthly*.

ONE of the first women to achieve an executive position in advertising, Helen Woodward tells consumers what they should know about the advertising business and advertised products.

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That Mrs. Woodward presents an interesting and convincing case for her point of view goes without saying.

WALTER F. GRUENINGER

Troubled Minds

CROOKED PERSONALITIES IN CHILDHOOD AND AFTER, by Raymond B. Cattell. Appleton-Century. 211 pp. Price $2.

THE TROUBLED MIND—A STUDY OF NERVOUS AND MENTAL DISEASES, by C. S. Bluemel, M.D. Williams & Wilkins. 520 pp. Price $3.50.

SOCIAL PSYCHOLOGY OF ADOLESCENCE, by E. DeAlton Partridge. Prentice-Hall. 361 pp. Price $2.75.

Prices postpaid of *Survey Midmonthly*.

IN the first of these volumes, the psychological approach to the problems of childhood is emphasized in a narrative that is clear although it offers little that is new to persons familiar with child guidance clinics. A few errors occur, such as suggesting that dementia praecox is almost entirely a disease of adolescence and, "It can truthfully be said that no child is ever found to be insane." On the valuable side, however, is the author's continued comparison of the theories of Freud, Jung and Adler, against a background of reasonable criticism. He endeavors to emphasize their common bases and to indicate their complemental value in solving the psychological problems of childhood. Ample case material in succinct form indicates a psychological rather than a psychiatric approach, which is natural considering that the child guidance clinics in England and Scotland depend more upon the psychologist than upon the psychiatrist. The social implications of psychotherapy are stressed briefly with emphasis upon the necessity of a trained psychologist as a mediator between a troubled society and a troubled child.

In "The Troubled Mind," Dr. Bluemel describes various types of nervous disorders through numerous brief case histories. While there is a wealth of material for clinical discussion, he fails to offer adequate presentation of any mental disorder as a unity. Symptoms rather than disease are elaborated. One regrets the chapter entitled "The Public Lunatic," as the discussion leaves considerable doubt concerning just who is and who is not in that category. The general weakness of the volume lies in too much description and too little enlightenment concerning the avoidance or relief of "trouble."

Considering individual behavior as indissolubly linked with the behavior of the group, the author of "Social Psychology of Adolescence" undertakes a social approach to adolescent behavior. Outside

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of a partial application of the *Gestalt* theory, he offers comparatively little significant psychology. The lack of reference to biology lessens the clarity essential for understanding how and why an adolescent becomes a social being. The brief chapter reference indicates that the source material primarily stems from sociology. IRA S. WILE, M.D.
New York

Report of Progress

HOUSING YEARBOOK 1938, edited by Coleman Woodbury. National Association of Housing Officials. 315 pp. Price $3 posptaid of *Survey Midmonthly.*

THIS yearbook of the National Association of Housing Officials, similar in form and organization to its two predecessors, offers a handy resumé of housing progress in the past year. One slight change, however, is significant. The title "Housing Yearbook," rather than "Housing Officials' Yearbook," indicates a recognition of the increasing importance of private agencies in the field, and of the fact that public education is a *sine-qua-non* for the furtherance of a public housing program. Contrariwise, tenants' organizations, while more and more prominent in the housing picture, are not discussed.

As usual the housing activities during 1937-38 of the four large federal agencies—U.S. Housing Authority, Federal Housing Administration, Federal Home Loan Bank, and Farm Security Board—and the progress of state and local agencies are summarized. A dozen articles are devoted to more general housing problems and practices, including neighborhood rehabilitation, housing management, green-belt towns, and so on. The report of the work of NAHO committees, growing in volume and vitality, as well as the directory of housing agencies (official and otherwise) and the bibliographies of "new worthwhile publications" and material on building codes, add to the practical value of this annual accounting. LOULA D. LASKER

As Simple As That

MONEY RAISING—How to Do It, by Irene Hazard Gerlinger. Suttonhouse. 311 pp. Price $3 postpaid of *Survey Midmonthly.*

WHO is there among *Survey Midmonthly* readers who has not wanted to know how to raise money more effectively? Mrs. Gerlinger brings within two covers a wealth of information, including a comprehensive bibliography, which should prove invaluable both to executives and workers in the numerous causes of charity. Some might criticize its approach as being too subjective and too autobiographical. But the raising of money never can be wholly an impersonal occupation. The problem is at least two-fold: first, in ascertaining from whom money can be raised, and second, in persuading the potential givers that they will receive a *quid pro quo*. Money raising is not merely a science; it is even more an art. An art allows for highly individual applications of underlying technical principles and, as we well know, there is room for emotional appeal and evangelistic fervor in money raising. The author has brought to this book, many of whose references are personal and reminiscent, all the zeal and fervor of an artist in her life-long avocation.

In metropolitan communities, increasing stress is laid upon the scientific financing of charities through the medium of fund-raising counsel. However, many communities cannot avail themselves of such professional aid, and doubtless never can. For these, Mrs. Gerlinger's chapter on "Financing Small Organizations" should have unusual value. Many of her ideas are drawn from a lifetime of experience over a wide area in the Pacific Northwest, where the needs of the underprivileged are great and the supply of available funds from private donors relatively limited. The raising of money under such conditions—or any others—requires not merely documentation, card indexes and a staff of office workers. It calls for personal enthusiasm, optimism and resourcefulness from the top down.
New York HENRY MILLS

For Better Personnel

IN-SERVICE TRAINING OF FEDERAL EMPLOYES, by Earl Brooks. Civil Service Assembly. 74 pp. Price $2 postpaid of *Survey Midmonthly.*

IT is not enough to have a man with general qualifications doing a job. He must be qualified for it specifically. In view of the nation-wide interest in the training of governmental employes after they are employed and at work, it is valuable to have a study of the activities of this nature which are being carried on by our largest public employer, the federal government. In this little book Mr. Brooks presents a comprehensive account of the training programs of thirty-five federal agencies.

The study shows that existing training programs have been designed for employes of all grades and classes—professional, supervisory, clerical, custodial, and so on. These programs range from work of university caliber, such as the graduate school of the Department of Agriculture, to the trade school type exemplified in the apprentice school of the Bureau of Engraving and Printing. Many methods of instruction are employed, determined, generally speaking, by the subject matter of the training course and the availability of the employes for instructional purposes. Classroom instruction, seminars, correspondence courses, and periodic conferences are some of the common methods of instruction. A table in the appendix of the book summarizes the various techniques utilized.

Besides describing the training programs, Mr. Brooks discusses the objectives of in-service training, the organization of training divisions, instructional methods, and recent trends in this field. It is his opinion that a "training division in the central personnel agency of the federal government could be of real service in conducting constant research" and in acting as a center of information on this subject.

In an introduction to the book, Samuel H. Ordway, Jr., member of the U.S. Civil Service Commission, points out that one of the executive orders issued by the President on June 24, 1938, makes in-service training a responsibility of the personnel division which is to be established in every federal agency, and directs the Civil Service Commission to cooperate in providing training courses throughout the government service. "It is well," Mr. Ordway says, "that we have recognition in law, at last, that a sound personnel program goes farther than a merit system of selection." He adds that such a program must include the development of practices which will produce economy and efficiency.

Adult education has many inspiring possibilities, but none of them seems more significant than that of improving the capacity of the men and women who conduct our public affairs, large and small, to do their work well. For a government carried on by people who are good and adequate will be a good government, unless the mainspring is defective. HENRY W. TOLL
Council of State Governments

Run of the Shelves

GROUP METHODS AND VOCATIONAL GUIDANCE, by Louis H. Sobel and Joseph Samler. The Furrow Press. 111 pages. Price 75 cents postpaid of *Survey Midmonthly.*

WRITTEN "with specific reference to the economic adjustment problem of Jewish youth," this handbook is primarily intended for the use of workers in Jewish centers and teachers in Hebrew schools.

SOCIAL CASE RECORDING (Second edition), by Gordon Hamilton. New York School of Social Work Publication. Columbia University Press. 219 pp. Price $2.50 postpaid of *Survey Midmonthly.*

To the 1936 edition the author has added new illustrative material of periodic summaries, treatment evaluation and group process and has rewritten her chapter on recording in public assistance "to conform more closely to conditions in public assistance agencies."

STATE ADMINISTRATION, by Kirk H. Porter. F. S. Crofts. 450 pp. Price $3.50 postpaid of *Survey Midmonthly.*

THE purpose of this book is to outline the numerous major activities in which each of the forty-eight states may be expected to engage today, and to propose ways of organizing suitable agencies for

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NEW PLAY AREAS—THEIR DESIGN AND EQUIPMENT, edited by George D. Butler. Barnes. 242 pp. Price $3 postpaid of *Survey Midmonthly*.

MADE necessary because of the marked progress in the development of play areas and because of the changes in requirements relative to play space and layout for certain games, this volume is a thorough revision of the earlier one published in 1928 by the National Recreation Association. Its usefulness is greatly enhanced by a large number of plans and illustrations, selected because of outstanding merit or because they point up some principle or suggestion in the text.

PREMATURE SUBDIVISION AND ITS CONSEQUENCES, by Philip H. Cornick. Institute of Public Administration. 346 pp. Price $1.50 postpaid of *Survey Midmonthly*.

A STUDY made for the State Planning Commission of New York of the problems created by the premature subdivision of outlying lands for urban purposes. Though the findings are based on the situation in selected metropolitan areas in New York State, they apply in a very real sense to other sections of the country which face a similar condition. Copies of the official report may be obtained from Division of State Planning, 353 Broad Street, Albany, N. Y. Price, paper bound, $1; cloth, $1.50.

SOCIAL WORK AND LEGISLATION IN SWEDEN. 352 pp. Price $1. Published by order of the Swedish Government, distributed by Albert Bonnier Publishing House, 561 Third Avenue, New York, N. Y.

A SECOND, thoroughly revised, English edition of an official publication first issued in 1921, the demand for which has been stimulated by the current interest in all things Swedish. Here is a clear authoritative statement of the organization of social work in Sweden, and the field and manner of functioning of the State Social Administration.

WEALTH, CHILDREN AND EDUCATION, by John K. Norton and Margaret Alltucker Norton. Bureau of Publications, Teachers College, Columbia University. 138 pp. Price $2 postpaid of *Survey Midmonthly*.

THIS study of public school financing and of the factors which have produced the "educational slums" to be found in certain areas of American life, now appears in a second edition with two new chapters, one summarizing the work of President Roosevelt's Advisory Committee on Education, and one analyzing its conclusions and recommendations.

PUBLIC HOUSING MANAGEMENT. New York University Book Store. 244 pp. Price $2.50 postpaid of *Survey Midmonthly*.

HERE are gathered together a series of nineteen lectures by as many specialists, delivered in the spring of 1938 in a course on housing management, especially in low rent projects, conducted by New York University in cooperation with the New York City Housing Authority and the Municipal Civil Service Commission. Although not a thoroughly integrated discussion of the subject, the book records a great deal of practical experience not obtainable elsewhere. The lecture course was planned to give a general background to the probable applicants for civil service examination for positions in New York City. The book should be valuable to individuals the country over who are anxious to enter this new field.

PLANNING AND ADMINISTRATION OF UNEMPLOYMENT COMPENSATION IN THE UNITED STATES, by Bryce M. Stewart. Industrial Relations Counselors, Inc. 665 pp. Price $4 postpaid of *Survey Midmonthly*.

THIS study surveys the present public employment service and unemployment compensation system in this country from the standpoint of administration. It reviews, as background, the provisions of the Wagner-Peyser Act, creating the federal-state employment service, and the Social Security Act, and analyzes in detail five sample jurisdictions—Wisconsin, New York, New Hampshire, California and the District of Columbia—which differ in many aspects of organization and procedure. The study points to a number of serious defects in the present set-up. The author offers several proposals for more effective organization within the limits of the present scheme, but holds that the defects of the federal-state system will make a national system of unemployment compensation inevitable.

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THE PAMPHLET SHELF

Foreign Affairs

THE UNDERGROUND STRUGGLE IN GERMANY, by Evelyn Lend. League for Industrial Democracy Pamphlet Series. 64 pp. Price 25 cents from the league, 112 East 19 Street, New York.

The story of the felling of the German labor movement by the fascist axe-men and of clandestine sprouts emerging from the stump.

AMERICA LOOKS ABROAD, by Frederick L. Schuman and George Soule. World Affairs Pamphlets, No. 3. Published by the Foreign Policy Association, Inc., in cooperation with the National Peace Conference. 55 pp. Price 25 cents from the association, 8 West 40 Street, New York.

A symposium on the problems of American foreign policy wherein Mr. Schuman, in "A Policy for Promoting Peace," and Mr. Soule, in "A Program for Averting War," present divergent signposts for guidance to the rainbow's end.

THE PUZZLE OF PALESTINE, by David H. Popper. Headline Books. From the Foreign Policy Association, 8 West 40 Street, New York. 111 pp. Cloth, 95 cents; paper, 25 cents.

An informal diagnosis of the conflicting cultures and aims causing acute indigestion in the Holy Land today.

Health

ANNUAL REPORT, 1937, OF THE INTERNATIONAL HEALTH DIVISION, ROCKEFELLER FOUNDATION, 49 West 49 Street, New York. 243 pp.

Designed for the reader with special and somewhat technical interest in the public health and scientific research aspects of the work of the foundation.

SOCIAL HYGIENE NURSING TECHNIQUES: A Manual of Procedure in the Diagnosis, Treatment and Public Health Control of Syphilis and Gonorrhea, by Nadine Geitz, M.A., R.N., The American Social Hygiene Association, 50 West 50 Street, New York. 82 pp. Price 25 cents plus 5 cents postage.

Most of the procedures described are those in use in the New York City Health Department. Appended are useful examples of forms and charts and a list of reference materials and public education aids available from the American Social Hygiene Association.

BEHIND THE SYPHILIS CAMPAIGN, by Philip S. Broughton. 31 pp. Public Affairs Pamphlets, No. 24. Price 10 cents from the Public Affairs Committee, 8 West 40 Street, New York.

A clear presentation to the layman of the syphilis problem in the United States, illustrated by pictographs which accompanied Surgeon General Thomas Parran's article in the July 1936 *Survey Graphic*.

SOCIAL HYGIENE YEARBOOK, 1938. A Brief Summary of Recent Social Hygiene Events in the States and Communities, with Notes on the Present Favorable Outlook. Compiled by Jean B. Pinney and Eleanor N. Shenehan. 412 pp. Published by the American Social Hygiene Association, 50 West 50 Street, New York. Price 75 cents from the association.

Lists of the country's agencies and societies interested in social hygiene, with statements of the work being done.

ALCOHOL IN RELATION TO TRAFFIC ACCIDENTS, by Richard L. Holcomb, M.A. Reprinted with additions from *The Journal of the American Medical Association*. 32 pp. From the AMA, 535 North Dearborn Street, Chicago.

A study based on examinations of the breath of drivers involved in automobile accidents, confirming the fact that alcohol is a major cause of accidents.

COOPERATIVE MEDICINE, by James Peter Warbasse, M.D. 35 pp. Price 15 cents from the Cooperative League, 167 West 12 Street, New York.

A rewritten and revised edition of an earlier pamphlet setting forth the principles and methods of operation of cooperative health associations.

MATERNAL CARE IN MICHIGAN, A Study of Obstetric Practices. Bulletin No. 8, preliminary reports of the National Health Survey, Sickness, and Medical Care Series. 44 pp. From the National Institute of Health, U. S. Public Health Service, Washington.

Statistics from 10,000 obstetric histories arranged to determine the character and extent of prenatal, birth and postnatal services available in Michigan. The 20 percent showing wholly inadequate care bears a marked relationship to economic standards, size of community, and parity.

THE CHARACTERISTICS AND MOBILITY OF RURAL PHYSICIANS, by Harold Maslow. Reprinted from *Rural Sociology*. 14 pp. On request, while supply lasts, from Committee on Research in Medical Economics, 9 Rockefeller Plaza, New York.

A study of six rural Wisconsin counties, made under the auspices of the Committee on Research in Medical Economics, which results in a pretty discouraging picture of the quantity and quality of medical service available.

Miscellaneous

WHAT IS THE AMERICAN WAY? by Harry Hopkins, administrator, Works Progress Administration. 22 pp. An Address Delivered at the Chautauqua Institution, Chautauqua, N. Y., July 16, 1938. From the WPA, Washington, D. C.

Mr. Hopkins presents his reasons for believing in the social program of the present administration.

TEACHING ADULTS BY DISCUSSION, by Thomas Fansler. Service Bureau for Adult Education, Division of General Education, New York University. 39 pp. Price 35 cents from the bureau, 20 Washington Square, New York.

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WHISTLE FOR THE WIND, A Sheaf of Quotations used in the *News Letter* of the Council of Social Agencies in Chicago. 49 pp. Price $1 from the council, 203 North Wabash Avenue.

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WOMEN AND SOCIETY, by V. I. Lenin. Little Lenin Library, Volume 23. 31 pp. Price 10 cents from the International Publishers, 381 Fourth Avenue, New York.

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THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively; i.e. Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Paul Kellogg, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-sixth annual convention of the Conference will be held in Buffalo, New York, June 18-24, 1939. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Dr. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Rev. Edward S. Pouthier, S.J., L.L.S., *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Dr. Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N. W., Washington. D. C.
Reverend Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Porter R. Lee, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA. Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh. Pa.
School of Applied Social Sciences
W. I. Newstetter, *Dean*

ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Joseph Husslein, S.J., Ph.D., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Emory S. Bogardus, *Dean*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Arlien Johnson, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, Ph.D., *Dean*

COLLEGE OF WILLIAM AND MARY, School of Social Work and Public Health, Richmond, Va.
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